Employment Security REVIEW

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RELEASES FILE

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UNITED STATES DEPARTMENT OF LABOR
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In This Issue

TODAY we hear a great deal about specialized services in the Employment Service. Do they lead to compartmentalization? What is their purpose and what is their role? Jack Hurt, BES Acting Assistant Director for ES, discusses these points in "Serving the Individual Applicant's Needs." p. 3.

How has the Employment Service responded to the interest of the public in maintaining full employment? What effect has this interest had on the growth and development of special applicant services? Has this altered the basic concept of the role of the Employment Service? These and other points are dealt with by Earl T. Klein of the BES on p. 5.

AN older worker specialist, Guy Pierce of the San Francisco offices, speaks from experience in telling (*a*) of the problems encountered in ES efforts to help older workers find their places in the workaday world and (*b*) how some of these problems are being solved through the cooperation of the entire local office staff. p. 7.

THE ES alone cannot give older workers all the help they need. Charles L. Finch of the Utica, N. Y., local office tells about participation in a community group which was organized to help meet the variety of problems which beset older persons—employment, health and welfare, and recreation. p. 10.

CIVIC groups throughout Arkansas are asking "How can we help older job seekers?" This interest has been developed by the ES in slightly more than a year, say Mrs. Fannie Beard and Edwin Fultz of the State agency. These groups have been especially helpful in developing training programs to equip the older workers better to meet the competition of others in the labor market. p. 13.

KNOW your stock-in-trade, have the goods, have yourself "in order," and promote. These are the steps involved in the older worker program in the Bend, Oreg. local office, says Clark A. Price. He cites interesting statistics as evidence that the program works. p. 15.

FLORIDA local offices prepared for the new school year at a 5-day workshop attended by staff members and representatives of other agencies who work with youth services. Its purpose was the identification of successful methods of operation and the sharing of experiences which might be helpful to others. John E. Hay of the FSES gives highlights of the various workshop sessions. p. 18.

THE whole community can join in efforts to get youth placed properly in the world of work. In fact, help from outside the Employment Service is essential, says Mrs. Evelyn Stubblefield of the McMinnville, Tenn., local office, as she discusses the youth placement program in her area. p. 20.

AN unusually large proportion of North Dakota's population is rural. Hence, the youth program in this State must be beamed toward the needs of these rural areas. Oscar Gjernes and U. E. Schliemann of the State agency tell about the year-round program for youth placement. p. 22.

VASHON ISLAND in Puget Sound has a unique day-haul program. Each day during the harvest season, workers go from Seattle to the Island and back by ferry to pick berries, currants, and sour cherries. Leroy Campbell of the Seattle local office explains the cooperative arrangement among the local office, the farmers, and the ferry company which has proved so successful. p. 25.

FORMAL working arrangements between the ES and the Bureau of Indian Affairs are resulting in many Indians finding the right jobs—often in communities away from reservations. The procedures which help make all this possible are discussed on p. 27.

THE methods by which the ES is helping the ex-serviceman to make the transition from service to civilian life are discussed in the article by John Ledbetter of the Austin, Tex., local office. p. 30.

THE Puerto Rican worker brings his own particular problems to the New York City ES offices, says Harold K. Montross, New York City Placement Director. But with diligence and ingenuity these problems can be solved because these job seekers are eager to learn and make good workers. p. 31.

ANY staff member of the Milwaukee local office will proudly tell you about "AM-DAY"—the day on which the local office processed 3,000 persons and referred more than 600 to American Motors for work. It was a day of satisfaction for the local office, for the company which needed workers, and for the many job seekers who found their search rewarded. Willett S. Main, Milwaukee District Manager, tells of this unusual accomplishment. p. 33.

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Employment Security REVIEW

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At press time

William U. Norwood, Jr. Becomes Assistant Director of BES

WILLIAM U. NORWOOD, JR. will assume his duties as the new Assistant Director of the BES in charge of the U. S. Employment Service on February 2, 1959. He is presently Employment Service Director of the Florida Industrial Commission.

William U. Norwood

As head of the Employment Service, Mr. Norwood will be responsible for the coordination and guidance of the employment service activities of the 53 State and Territorial employment security agencies which administer the more than 1,800 local public employment offices across the Nation.

Since completing his graduate study in Business Administration at the University of Florida in 1938, Mr. Norwood has spent his entire career in employment security work, except for time in military service. Beginning in June 1938 as a statistician with the Florida Industrial Commission, he has served respectively as the Commission's Chief of Reports and Analysis, Director of Unemployment Compensation, and Employment Service Director. In 1952, he was granted a 4-month leave of absence from the Florida Commission to come to Washington, D. C., to serve as Chief of Unemployment Compensation for Veterans in the Bureau of Employment Security.

Mr. Norwood is immediate past president of the Interstate Conference of Employment Security Agencies, an organization in which he has been active for many years.

As the new Assistant Director of the Bureau of Employment Security, Mr. Norwood succeeds Arthur W. Motley, who now heads the Bureau of Labor Standards.

George C. Lodge Is New Assistant Secretary of Labor

GEORGE C. LODGE took over his new duties as Assistant Secretary of Labor for International Affairs on November 8, 1958. He succeeded J. Ernest Wilkins who had resigned.

Mr. Lodge came to the Department of Labor in 1954 as Director of Information, Publications, and Reports. He is the son of Henry Cabot Lodge, Jr., U. S. Representative to the United Nations.

Mr. Lodge was a special representative of Secretary Mitchell at the annual conferences of the ILO in Geneva in 1954, 1955, 1956, and 1957. In October 1957, he was an adviser on the U. S. delegation to the ILO Governing Body meeting. Last June, he was alternate to Secretary Mitchell as a delegate and was an adviser on the U. S. Government delegation to the 42d ILO Conference. He also served as a U. S. Government representative at the last session of the ILO's Governing Body.

Handicapped Job Placements At 1958 High in October

MORE job placements of handicapped workers were made in October by local offices of the public employment service than in any previous month of 1958.

The number of such placements in October totaled 28,925, a 16-percent jump over the September total. This compares with a 15-percent increase in the same period last year and a 25-percent rise in 1956. Nearly 11,000 of the placements of handicapped workers were for disabled veterans.

A substantial part of the increase was due to intensive job development and promotional activities conducted during September and October at local, State, and national levels in preparation for National Employ the Physically Handicapped Week. Improvement in the overall employment situation which took place during the autumn was also a factor contributing to the advancement of job opportunities for handicapped job seekers.

Aggregate placements of handicapped workers for the first 10 months of 1958 were 209,398 as compared to 247,886 during the same period in 1957.

Growing Employment Service Opportunities in Sales Field

Developments in today's business world are providing local employment service offices with opportunities to increase their placements in the sales field. Business leaders are calling for more salesmen to help develop markets for the products and services that the Nation's expanding production facilities can provide and for the stocks which already exist, according to National Sales Executives, Inc. Not only is there a greater demand for salesmen, but the nature of many sales jobs is changing and an increasing number of businessmen are seeking salesmen who have a technical knowledge of their products and markets and also have imagination, creative ideas, and "good" personalities. Many large companies are providing training courses in sales techniques for new salesmen, and there is an increasing tendency to pay a wage, in addition to a commission, to trainees.

Generally, local offices have emphasized sales job opportunities only in retail fields. But wholesale trade, service, and manufacturing establishments are also expanding. There is a growing demand in these fields for men with college and technical training, particularly for engineers, chemists, and pharmacists.

To assist in developing sales placements, the BES has distributed to each local office a copy of "A Professional Career in Selling," published by National Sales Executives, Inc. This 14-page illustrated booklet shoud be useful to employer relations representatives in demonstrating to employers that the Employment Service is interested in serving both applicants and employers in filling sales jobs. It will be equally useful to counselors in their work with young people and adults in informing them of the requirements of sales occupations and the opportunities available to them in the sales field.

Employment Security Activities at a Glance, October 1958
United States and Territories

	Number or amount	Percentage change from—	
		Previous month	Year ago
Employment Service—Total			
New applications	774, 700	0	−5
Referrals:			
Agricultural	1, 444, 400	+44	+19
Nonagricultural	897, 400	−3	−1
Placements:			
Agricultural	1, 422, 600	+47	+19
Nonagricultural	513, 700	−6	−5
Men	298, 200	−3	−4
Women	215, 500	−9	−7
Handicapped	28, 900	+16	−6
Counseling interviews	146, 500	+17	+11
Individuals given tests	155, 700	+22	+23
Employer visits	153, 400	0	+5
State Unemployment Insurance			
Initial claims, except transitional	1, 245, 600	+6	+6
Weeks of unemployment claimed	7, 789, 200	−9	+40
Weekly average insured unemployment [1]	1, 692, 200	−10	+39
Weeks compensated [2]	7, 156, 900	−8	+53
Weekly average beneficiaries [2]	1, 555, 900	−12	+53
Average weekly benefit payment for total unemployment [2]	$30. 45	−1	+4
Benefits paid	$205, 954, 000	−9	+60
Funds available as of October 31, 1958	$7,129,696,000	−1	−18
Veterans [3]			
Initial claims	12, 700	−12	−29
Weeks of unemployment claimed	130, 500	−32	+12
Weekly average insured unemployment	28, 100	−30	+7
Benefits paid	$3, 391, 200	−33	+13
New applications	147, 800	−4	−21
Referrals, nonagricultural	201, 700	+1	−5
Placements, nonagricultural	118, 400	−3	−6
Placements, handicapped	10, 700	+10	−8
Counseling interviews	24, 100	+1	−13
Unemployment Compensation for Federal Employees			
Initial claims [4]	12, 900	+12	−24
Weeks of unemployment claimed [4]	140, 300	+1	+34
Weekly average insured unemployment [4]	30, 600	−2	+27
Benefits paid	$4, 346, 100	−2	+53

[1] *Data exclude Territories.*
[2] *Includes data under UCFE program.*
[3] *The first 4 items relate to the program based on the Veterans' Readjustment Assistance Act of 1952. Beginning October 1958, data for first 8 items exclude UCV claims filed jointly with other programs.*
[4] *Beginning October 1958, data exclude claims from Federal workers with both Federal and State wage credits.*

Helping Jobseekers Get the Right Jobs . . .

Serving the Individual Applicant's Needs

By **JACK HURT**
Acting Assistant Director for Employment Service
Bureau of Employment Security

THE current rapid strengthening of business activity and expanded industrial production—following the period of rather sharp recession—is undoubtedly resulting in increased job opportunities. This improved outlook for placements, which at all times is a major concern of the Employment Service, points up the need for reviewing our operations. We need to do this to determine whether we are making the best possible use of our available tools and techniques, and whether we are following established and proved procedures which will serve to promote maximum and the most efficient matching of applicants and jobs. We also need to review our operations to assure proper balance between the efforts expended in providing basic placement service and the efforts devoted to the special applicant services that support it.

Basic Principles of Placement

The Employment Service has a mandate to provide assistance to all applicants who apply for jobs and to all employers who place orders. This tandem objective of the Employment Service—to help the worker to get the best possible job commensurate with his ability and to aid the employer to obtain the best qualified workers for his job vacancies—is often obscured by our preoccupation with special programs, complex problems, and just keeping pace with day-to-day developments. Although we must necessarily continue to make progress in all of these areas, the present climate and economic circumstances encourage us to pause to take a good look at the basic principles of the placement process.

From the beginning, our efforts have been directed toward the development of complete placement activities necessary to perform the multiple steps required to match the qualifications of applicants with the specifications of employers' jobs. During the 25 years since the passage of the Wagner-Peyser Act, extensive research, experience, and the practical know-how of many dedicated individuals have resulted in a wealth of techniques, procedures, and tools which are available for the accomplishment of the job. A review of the functions and activities which grow out of them may now be timely.

Serving Workers and Employers

We serve workers and employers by filling orders and placing applicants, matching jobs and men through selection, and promoting a balance between supply and demand by job development and recruitment. We bring men and jobs together through referral and determine results by verification.

In addition to these mainstream placement activities, the Employment Service performs a number of placement-related activities. We supply labor market facts to both employers and job seekers. We assist employers in analyzing employment problems and in applying Employment Service tools and techniques to resolve them. Through counseling, we assist applicants in deciding the kind of work they are best equipped to do and help them to get started on the road to the right job. We test applicants to help them appraise their abilities and talents. We cooperate with local organizations in improving the employment climate of the local community.

Each of these placement-related activities is important in its own right, and each has come to be accepted as an essential feature of a total, integrated Employment Service program. However, suitable employment is the primary objective and need of all applicants seeking our assistance. Therefore, we must always keep foremost in our planning the realization that these activities should be "placement-related" in fact, and that they are supporting to the basic placement responsibility.

Recognizing Individual Needs

The local office should be organized and operated so that its resources are directed toward providing service to meet the *individual* need of applicants.

There are many complexities in the makeup of human beings. Each individual is different. What may be perfectly obvious to one person may be a problem area to another. Added to individual differences are the variables in jobs, demands of employers, and changing labor market conditions.

A youth or a married woman entering the labor market for the first time is faced with the problem of lack of experience. Others, both young and older

persons, may not know how to present their qualifications to employers in an appropriate manner. They may be fully capable of performing the job, but may use an approach which will antagonize the potential employer.

Some persons may not know what they want to do; they may not be qualified for the jobs they want; or they may not know how to make plans to get such a job. Still others may be faced with special obstacles in getting jobs, such as a physical handicap, age, or race.

In our day-to-day operations, we must be alert to the needs of applicants in order to fill the job orders from employers—to place workers where they can make the best use of their talents, and, in addition, where they can be used best in our expanding economy. We have found that there are certain clues, indicators, and criteria for recognizing the need for the specialized service of employment counseling. These clues have been grouped under certain existing conditions, such as lack of experience, absence of vocational choice, and desired or required change of occupation. Employment counseling serves the needs of all applicants in discovering their potentialities, in determining the occupations in which they are most likely to find suitable employment, in developing a plan to be followed, and in helping to put the plan into effect.

Appraisal of Needs

Serving the individual applicant provides for a more realistic appraisal of his needs and for a more effective program for meeting those needs. He should be given help on the basis of his need for service, not on the basis of belonging to a special group. In many instances, individual applicants are not affected by the disadvantage normally associated with being in a special applicant group, and have no need for special service. It is a diversion of our resources to counsel a handicapped applicant merely because he has a physical handicap. Unless he has a problem in getting or holding a job, he should be promptly referred to employment which would utilize his highest skill.

Special services were never intended to take precedence over other operations in the local office. *Experience has taught us that this type of imbalance would, in the long run, be detrimental to the general applicant supply.* It must be remembered that services to special groups are only as effective as the basic placement service provided for all applicants. Public pressures for special service to special groups will be lessened only when our regular placement service is effective enough to meet their needs.

Serving the applicant's individual needs is also advantageous to the employer. Service to the employer can be maintained on the principle of referring qualified workers for the jobs that are open. If service is provided on this basis, the fact that the applicant is a member of a special group becomes secondary to his qualifications. If local office staff is primarily interested in promoting special applicant groups, the employer may be approached by several local office staff members contacting him for special reasons. Obviously, this may be detrimental to satisfactory relationships and to the best overall results.

Technological developments, resulting diversification and changes in occupational characteristics, new sociological problems—and the introduction of new tools and special programs to keep pace with these developments, by reason of their multiplicity and complexity—tend to direct attention toward specific programs and to divert attention from the basic concept of the Employment Service as a placement agency. We are prone to think of the testing program as an entity. Those involved in the counseling process sometimes tend to isolate its purpose and function. Programs for the older worker, the handicapped, and the veteran become highly specialized to those who have primary responsibility for them. Our concept of the Employment Service, through the very diversity of our interests, tends to become departmentalized. This is a trend which, in my judgment, must be redirected.

Blueprint for the Future

Each one of these activities, with which Employment Service staff are concerned every day, must be a part of a dual function—(*a*) the placement of a qualified individual by (*b*) filling an employer's job vacancy. An applicant is tested to determine whether he has the necessary aptitude for an employer's specific needs. A student is counseled so that he can make a wise decision concerning his choice of a field of work. The handicapped applicant and the older worker are helped by special technicians so that their individual complex problems, encountered in the search for employment, can be overcome. But all of these activities are supplementary to the mainstream of operation of a competent placement service. They mesh together for the satisfactory placement of an individual.

Specialized tools and techniques for serving certain applicants encourage initial concentration on an applicant's assets, such as experience, abilities, and training—and then consideration of any problems he may have. The applicant should be encouraged to appraise his vocational assets, so that he may choose an occupation with care. He should also learn to adapt himself to situations which require flexibility. Applicants should be provided with pertinent and significant facts concerning the labor market.

In presenting the applicant to an employer, his positive qualities should be emphasized. The employer should be encouraged to think of him as an individual, whom he will consider on his merits. If no suitable openings are available for an individual applicant, the alert interviewer will develop job opportunities, thereby benefiting both the applicant and the em-

(Continued on page 17)

The Public Interest in Achieving and Maintaining Full Employment

By EARL T. KLEIN

Chief, Division of Counseling and Special Applicant Services
Bureau of Employment Security

OUR Nation has grown up with the idea that every individual who is willing and able to work should have an opportunity to do so. This, of course, is an appropriate and a sound philosophy in a free society.

When the fear of a post-World War II depression was upon us, this concept was reiterated in the Federal Employment Act of 1946, which states in part, ". . . The Congress hereby declares that it is the continuing policy of the Federal Government to use all practicable means consistent with its needs and obligations and other essential considerations of national policy . . . to coordinate and utilize all its plans, functions, and resources for the purpose of creating and maintaining conditions under which there will be afforded useful employment opportunities, including self-employment, for those able, willing, and seeking to work, and to promote maximum employment, production, and purchasing power. . . ."

But for many practical reasons, this goal is not always fully realized. Ironically, the very "freeness" of our social and economic structures may sometimes be a limiting factor in gaining equality of opportunity for all workers. For example, an employer may stipulate, either with reason or arbitrarily, that applicants for positions in his firm have certain characteristics, let us say, with regard to age and physical condition. Such requirements will automatically eliminate some job applicants and thus limit their opportunities. Likewise, a job seeker may impose limitations on the kinds of jobs he will accept, whether for good reason or not, thus narrowing his own opportunities. Circumstances, too, may limit the job choice of an applicant for work, such as the suffering of a permanent disability, or may alter the degree of an employer's selectivity in hiring when there is a change in the balance of the labor supply and demand.

The Public Speaks Out

When the net effect of these and similar factors, operating generally in random fashion, is to put large numbers of the actual or potential work force at a competitive disadvantage in seeking work, pressure points develop. The voice of the public is then heard. Sometimes it is loud, clear, and virtually unanimous when the need is obvious and widespread. Thus, the crisis of the economic depression in the 1930's brought on a demand for remedial action. Among the responses to this need of the 1930's was the establishment of a nationwide system of public employment offices through the passage of the Wagner-Peyser Act and an unemployment insurance program prescribed by the Social Security Act. Similarly, World Wars I and II and the Korean war brought on a demand for special attention to the placement and job adjustment of veterans.

Sometimes, a Gradual Change

At other times, it has been a gradually developing situation that results in new services or program emphasis. Thus, it is often the growing needs of certain segments of job seekers, such as youth or the older person, or the physically handicapped or minorities, brought out effectively by interested groups which give rise to such services. Very often, the voices raised in behalf of such groups come from numerically small but nevertheless responsible segments of the public. Whether these voices are strong or weak, whether they are representative of great or small numbers, the Employment Service, as a public agency, must listen.

As an example, the Employment Service is reacting now to the dramatic shift in the age distribution of our population and work force. It has been estimated that virtually all of the more than 10 million additional workers needed by 1965 will have to come from the "45 and over" and "under 25" age groups. There will be virtually no change in the numbers of the in-between age group.

While this situation has been creeping up on us for years, it has only recently begun to be felt. In the face of it, there exists widespread age discrimination in employment. And the public is expressing itself as one can see by reading a week's mail coming in to national, State, and local offices.

In recognition of this need, the Employment Service expanded its services to middle-aged and older workers in 1956 and has continued to give considerable emphasis to serving these applicants. This has been done by administrative action rather than by legislative mandate. But there is considerable agitation for legislation on all aspects of the aging problem. During the last Congress, numerous bills and resolu-

tions were introduced relating to it. One type of bill would have made it unlawful for employers to refuse to hire any individual because of his age. Another would have prohibited age discrimination in hiring by Government contractors. Still another would have allowed employers deductions under the Internal Revenue Code as an incentive to employ workers 45 years of age and over.

Extensive hearings were held on many of these bills but none was enacted. However, the White House Conference on the Aging Act was passed. It calls for the holding of a national conference in January 1961, to be preceded by a series of State conferences. One of the direct aims of this legislation is to develop, on a national basis, recommendations and plans of action to assure middle-aged and older workers equal opportunity for gainful employment.

Legislative Changes

In recent years, four States (Massachusetts, Pennsylvania, Rhode Island, and New York) have responded to the call of their citizens by enacting laws barring discrimination on account of age in the hiring and discharge of workers. Several other States are considering such legislation.

As illustrated by its older worker program, the Employment Service has often moved forward ahead of any legislative requirement. Displaying sensitivity to human needs, it has reflected the public interest through its programing. Another example has been the development of an extensive service program for handicapped job seekers which was begun on a formalized nationwide basis in 1940. Although the only legislative requirement (from the original Wagner-Peyser Act) was to cooperate with State vocational rehabilitation agencies and although only about 5 percent of its total applicant load is handicapped, the Employment Service developed selective placement techniques, job promotion methods, and educational programs, and designated and trained State and local office specialists to serve the handicapped.

The critical manpower shortages of World War II spurred the use of handicapped workers by industry. The program was nurtured and supported by subsequent legislation such as the Vocational Rehabilitation Act of 1943, the legislation for veterans of World War II and Korea, the congressional resolution in 1945 establishing National Employ the Physically Handicapped Week, and the Vocational Rehabilitation Amendments of 1954. The latter has made the designation of specialists for the handicapped in Federal, State, and local offices of the Employment Service a legal requirement. New proposals to further strengthen vocational rehabilitation legislation is expected to be presented to the 86th Congress.

Few people look upon youth as a disadvantaged group—probably because they are considering the potentials of youth rather than their present qualifications as workers. Yet unemployment rates are consistently higher among young people than any other age group. For many, lack of work experience or of specific vocational preparation is a formidable hindrance to employment. Others, unaware of their real capacities, are going through a period of trial and error in their search for a career. Military service has affected the vocational plans of still others. There is, therefore, a great need on the part of youth for effective counseling and job placement services. These needs will grow with the large increase in their numbers expected from 1960 onward.

The basic needs of young people for employment assistance was recognized in the Wagner-Peyser Act and an organized program of services to youth has been an integral part of the Employment Service's program for years. In 1950, the Employment Service launched a nationwide program of cooperation with the secondary schools. Under this program, testing, counseling, and placement service is now available to high school seniors in about one-third of the schools of the country.

Events themselves have brought to the fore the large deficit in educational and guidance services for young people. The burgeoning youth population, the rise in juvenile delinquency, the penetration of outer space by the Russians and then by ourselves, and a reassessment of our position in world affairs in the space age have jarred public complacency.

One result of these events has been the passage of the National Defense Education Act of 1958, which provides loans to talented students who would otherwise be denied the opportunity of getting a college education. Of equal importance are the sections of the act which provide funds for strengthening guidance services in the secondary schools. Since the funds presently available under the act are relatively small, the effect will likely be to stimulate the beginnings of guidance service in schools where it does not exist, to advance it where it is now in operation, and to make students, parents, and teachers aware of its value.

Working Toward Better Guidance Service

With the recognition that a good guidance service has a direct bearing on the individual's ability to obtain continuing and satisfying employment and to make a proper life adjustment will come the demand for more and better guidance services. And it may be expected that this demand will also affect the Employment Service. The Employment Service is now studying how it can best respond to these developments by changes in policy and programing. But one fact is already apparent: As a minimum, extension of existing youth services is needed.

The observations already made with reference to how the public interest has generated service programs by the Employment Service are, of course, only exemplary. The development of specialized services for other worker groups—veterans, minorities, parolees,

and such occupational groups as professional workers—has also followed an expression of public need. Improved communication between the Government and the citizenry and a greater degree of self-identification with the problems of various segments of the work force have contributed to sustaining and, in some cases, intensifying the public interest.

In view of the numerous questions raised about the role of specialized services, some comments on this point, particularly from the point of view of the public interest, would seem appropriate.

Neither the Federal nor the State administrator of the employment service program nor the manager of a local office determines who comes to it for service. This is determined by the public—more precisely by the individuals who comprise the public.

During any given week, an analysis of the traffic flowing through a local office would show that proportionate numbers of veterans, older workers, youth, the physically handicapped, members of minority groups, and others come to the office for help in obtaining work. This is what we might expect because this is a cross section of the community and of America. These individuals have the right to ask for and to receive competent services fitted to their needs.

Logically, such a concept of service shies away from uniformity. The 35-year-old tool and die maker, temporarily furloughed by his company because of a shutdown for repairs, would usually not require the same kind of help as the 55-year-old semiskilled worker unemployed because the plant moved out of commuting range. When job applicants have special problems such as those often associated with age or a physical handicap, some arrangements need to be made to deal with them, including the training of staff members who can apply the specialized methods and techniques required.

Except for veterans, who are accorded a special status by law, no group of applicants should be singled out for preferential treatment. The philosophy behind special services is that the added effort and the use of techniques, unique to the particular type of problem, are needed to bring the "disadvantaged" worker to a level at which he can compete on somewhat equal terms for jobs which are available and for which he can qualify.

Special programs have, at times, been criticized as being organizationally divisive, detracting from service to "regular" or "normal" or "average" applicants. According to national standards, the resources of the entire local office are to be used to effect the placement of all workers. The establishment of separate organizational units to serve special worker groups is not advocated.

Imagine, for example, the impossible task that would face a single older worker specialist in an office in which one-third of the active file and one-fifth of the new applications are likely to be from persons age 45 and over. The specialist's role in this case is to insure that office staff and services are operating to give the older job seeker an "even break," to advise on or to handle the most difficult cases, to develop programs to combat unrealistic age restrictions on job orders, to train staff on special methods, and to conduct community relations activities in behalf of the older worker.

The "average" applicant is a convenient statistical abstraction, useful for some purposes, but not a real person with needs to be served. Service cannot be related to averages but only to individuals, each of whom is as unique as his fingerprints.

The public interest will be served if each individual who comes to a public employment office is truly served according to his needs.

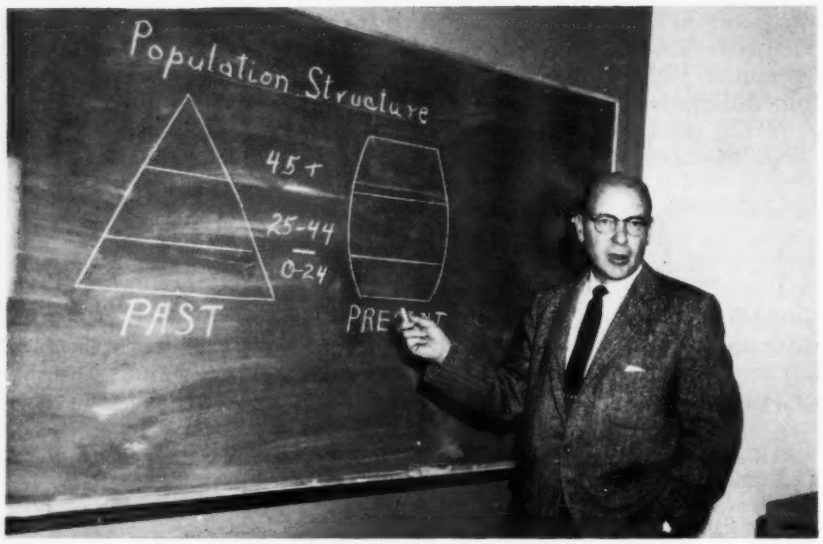
The Older Worker Specialist: Protagonist of Change

By **GUY PIERCE**

Older Worker Specialist, San Francisco Offices
California Department of Employment

THE tempo of change in our way of life has accelerated fantastically during the past century. Just to keep abreast of change is a challenge. Industry is warned that new techniques and materials must be utilized if the challenges of competition and expansion are to be met. In fact, a kind of educational retooling needs to be done.

One of the ways we in the Employment Service hope to cope with some of our new responsibilities is through the establishment of the Older Worker Specialist's job. The title of the job, Older Worker Specialist, may be unfortunate. It conveys to all too many people the somewhat musty scent of lavender and old lace. Although tailored to the labor market in which he



Mr. Pierce explains the growing importance of the older age group to the labor force.

works, the activities of the specialist must have the orientation to change described above. His basic concerns are those of the future. His role is that of determined protagonist of change. He must cultivate acceptance of a new dimension throughout Employment Service programs—placement, counseling, employer relations, community participation, and public relations.

Like a majority of the activities of public agencies, the Older Worker Program has origins traceable to both social and economic needs. Some may be humane. Others may be practical. But, however long the list, it would add up to one overall objective: integration into the work force of all those middle-aged and older workers who have the need, the capacity, and the will to work.

If the success of program activities, including those of the local office specialist, are to be judged by their proximity to this one goal, it becomes important to identify that composite individual, the older worker himself. The task is not a simple one.

The Bureau of Employment Security has given a working definition: anyone having difficulty finding or keeping employment principally because of his age. The definition is calculated to include any who may encounter age discrimination in hiring; whether they are 25 or 65 is immaterial. It reflects a principle found in programs set up to serve other special applicant groups: only a job seeker's performance qualifications for the job at hand should be considered in referral.

The majority of applicants meeting the Bureau's definition and requiring special services fall in the 50-and-over age brackets in this area. Incidence of the problem among very young applicants is negligible.

The placement of qualified applicants between 30 and 50 years of age is usually no great problem. It is governed more by the presence or absence of jobs than by discriminatory considerations. This is true if genuine skills, acceptable personalities, and a stable work history are present.

In the case of highly skilled and otherwise qualified applicants, placements to age 60 and occasionally higher are quite feasible. But among the unskilled, competition is terrific at any age.

In San Francisco, there is a considerable placement potential for female entrants or reentrants to the labor force in the age brackets roughly between 35 and 55. These applicants fall clearly within the scope of the program by nature of the special services they require, basically employment counseling. Even so, the preponderance of older worker problems will be found in 50-plus age groups.

While he will focus his major attention on the problems of job seekers who are under 65, the Older Worker Specialist will also be concerned to some extent with the problems of those 65 and over. Many an older job seeker, for example, is the mandatorily retired individual who applies for work because of psychological or social, rather than economic, needs. He is nearly always a profitless, time-consuming applicant. His need for help is genuine. That the services he requires are to be found in an employment office is questionable. Herein lies justification for the specialist to prod civic organizations into publishing a directory of community resources available to older citizens.

Or the specialist may act as a liaison officer, establishing rapport with training agencies within the community. He may seek the cooperation of employers in a work-experience program. His object is to make it easier for individual job seekers to build new skills or refurbish rusty ones, to ease and hasten their integration into the work force. Meanwhile, he is establishing routes to long-range goals.

The specialist may participate in community forums called to organize senior centers. He may appear before union welfare councils, urging the formulation of preretirement counseling programs.

San Francisco local office staff confer with older jobseekers in a group guidance session. Tapes of such sessions are used for staff training. Second and third from left: Guy Pierce (author) and Mrs. Nello Shelton, placement supervisor. Arthur Bradford, selective placement counselor, is presiding.

For the most part, the type of activities just described are related to community participation, public relations, or employer relations. They hold the promise of long-range practical advantage to the program. Also, they serve to discharge the agency's obligations as a responsible member of the community. Successful promotion in these areas will depend largely upon the initiative, inventiveness, persistence, and dedication of the individual specialist.

Advancement of the program within the framework of more routine local office activities cannot be neglected. The job to be done, embracing as it does all activities and potentially half or more of the applicant load, has a magnitude beyond the capacities of one individual. The volume of services to be given requires the efforts of a team that reaches from the manager's desk to the telephone switchboard.

From the agency point of view, three distinct groups are involved in the employment problems of the older worker—the employers, the older job seekers themselves, and the local office staff whose function is to bring the other two together. Within each group there are obstacles to be recognized, challenged, and surmounted.

Regardless of clamor arising from applicants, the press, or other sources, the employer is not the source of all the older worker's troubles. What some placement personnel, as well as applicants, seem to forget is that the employer is not in business for philanthropic reasons.

Age discrimination does exist, of course, and it assumes many guises. When unmasked, it should be combated with whatever force or subtlety the situation requires and the older worker's champion can command. However, rigid policies of age discrimination are somewhat localized within specific classes of firms. Often what may appear to be a discriminatory age specification is the considered expression of an employer's responsibility to preserve balance in his staff.

When an employer has been shown that the older job seeker is the best buy on the market, he will very often hire in that group. In numerous instances, employers have reached this conclusion through their own experimentation.

Total Staff Participation Needed

When the older worker program was initiated, Employment Service staff resistance was expected to be a formidable problem. Obviously, the program could founder on such an obstacle. The volume of applicants to be served was potentially so large that services to them had to be a mainstream operation. And it had been recognized that this applicant group requires a kind of therapy provided by encouragement, patience, and understanding at every point of contact in the office. Total staff participation was a must. Resistance had to be overcome.

In the San Francisco offices, the Older Worker Specialist inaugurated a series of devices to nurture interest. One was to keep the staff informed—through reports, memos, and meetings—of developments related to the program. Another was to build competitive interest by recognizing exceptional services to older applicants. The results were gratifying but not dramatic.

These earlier efforts were completely overshadowed by the effects of formal older worker training classes. The 5-day series carried lasting impact. Presentation of the program was so comprehensive that orientation to its perspectives was almost inescapable. The fact that the training was given by the Older Worker Specialist who was working actively in this field probably gave it added interest. The participation of employers and community leaders working with problems of the aging, as well as the use of taped versions of actual counseling sessions, injected life into the training. As the classes progressed, the awakening of interest and the grasp of objectives became quite apparent.

The lasting effect can be seen in subsequent placement records. There has not been any startling rise in the percentage of older hires. Factors other than

lack of staff effort may well keep that figure down. But "one shot" placements of older applicants have increased markedly. Placements above ages specified originally by employers are increasing. The growing practice of referring older applicants along with those from younger groups is evidence that the older worker is being given the opportunity to compete. Thus, the staff is making the extra effort that eventually will be fruitful.

Experience indicates that obstacles to employment within the older job applicants themselves will be the most stubborn to combat. Not all of these can be handled by counseling.

A large proportion of those applicants protesting rejection because of age factors do not have a legitimate claim to the special services they expect. In many cases their reports simply reflect the use of the age factor as a convenient shield. The employer sometimes uses it to cover other reasons he may have for not hiring. Even more frequently, age discrimination is assumed by the applicant. This is much less disturbing to the ego than to admit that one's skills are not up to standard, or that one's work history has a pattern unattractive to employers.

Mental, physical, and emotional problems may be involved. These maladjustments seldom are those a placement counselor is equipped to handle. Outward manifestations of such disturbances may be pertinent to employment counseling; the underlying causes are not.

The assumption arises that ultimate success of any program to integrate large numbers of mature job seekers into the labor force will necessitate considerably broader cooperation between the employment office and other public agencies than exists at present. Meanwhile, many applicants can be helped, some quite readily.

Employment counseling with all its tools comes into full play in serving the older worker. A deliberate reduction in pace is the one feature common to these interviews that might distinguish them from the counseling given others. Very frequently complete service can be given at the desk of the counselor, the selective placement interviewer, or the veterans' employment representative. Exceptionally difficult and time-consuming cases specifically related to the age factor may go to the Older Worker Specialist.

Techniques for handling the employment problems involved are matters for experiment. The development of these techniques falls within the province of the Older Worker Specialist.

Local office experience would indicate the public knowledge and acceptance of the older job seeker's role in this era of change is essential to the success of overall objectives of the older worker program. Once the foundation is in, the superstructure can be built quickly.

If the older applicant knows his responsibilities before he comes seeking help, local office program activities are enhanced immeasurably. His knowledge helps to create the volume and caliber of services that must be achieved by the specialist and other members of the Employment Service team.

The greatest challenge and the fascination of the job of the Older Worker Specialist are found in its ties with the future. The specialist tries to build, with the solutions to problems arising out of current operations, a solid path toward future goals.

A Community Helps the Local Office Place Older Workers

By **CHARLES L. FINCH**

Manager, Utica Local Office

New York State Division of Employment

"I HAD a heart attack. Now I'm able to do light work, but at age 57 not too many people want to talk with me about a job."

To the Employment Service, this job seeker's statement points up problems which cannot be solved by an employment service alone no matter how efficient or well trained the staff. Before many older workers can be placed, the community not only has to create the right attitude toward hiring middle-aged and older workers, but also has to develop resources in related areas as well.

One way to tackle many problems is to get community support and action through a committee. In Utica, a small group saw the need for such a committee and started what is now known as the "Committee for the Aging" under the Greater Utica Community Chest and Planning Council.

Recognizing the need for such a committee, the author and the counselor serving older workers in Utica's Employment Service office encouraged the idea after it became obvious that real community study and action were needed before increased num-

John E. Fitzsimmons (right), older worker counselor in the Utica local office, describes the older worker program to a job applicant.

Pictured from left to right: Mrs. John A. Keefe, director; Floyd B. Grotevant, chairman of the Committee for the Aging; and two members of the group, Mrs. Mabel Chapman and C. J. Marone, work out the schedule for the Senior Day Center in Utica.

bers of middle-aged and older workers could be placed in jobs. A retired sales manager for an ice cream company was persuaded to be chairman of such a committee in 1955 after Greater Utica's Planning Council, through a study, found a real need for such a committee. In 1958, full-time staffing was provided by the State department of social welfare on a demonstration basis. This gave the committee a lift and allowed it to function on a broader base.

Following the good old American custom of setting up subcommittees, the larger overall problem was divided into three general areas: employment, health and welfare, and recreation.

When the employment subcommittee met, no one had the answer to the question: "What are the facts concerning employment practices with regard to middle-aged and older workers?" The chairman, personnel director for a medium-size rayon plant, knew what his own experience was, but couldn't answer for other area firms.

Thus, the group decided to use a questionnaire. The questions used in it were slanted toward the problems of the middle-aged and older persons in getting and in holding jobs.

Data from the 120 firms confirmed generally the results of studies in other parts of the country. They showed that 97 percent of the employers felt that workers over 45 produced a quality of work equal to those under 45; 93 percent said they were as steady as others. Questionnaire comment could be summarized as follows:

1. A person's health was one of the most important reasons for rejection in the hiring situation, and retention in a firing situation.
2. Compensation costs were a consideration and examples were given of increased costs.
3. Training or retraining was suggested in many cases.
4. Insurance and pension costs complicate plans to hire middle-aged and older persons.
5. Some older workers had a problem of absenteeism due to illness, but had less absenteeism for other reasons.

In addition, the employment subcommittee was invited by the Governor's Regional Committee on Widening Employment Opportunities for Older Workers to make suggestions of things which the State could do to aid in the employment of workers over 45. Following a study of the experience and the questionnaire on employment, the committee made some specific recommendations. Perhaps the most important was the suggestion that the State study ways in which increased workmen's compensation costs resulting when an industrial accident aggravates a preexisting condition might be eliminated as a reason for the nonhiring of older workers. Another recommendation was in the area of those insurance and pension costs (not locally controllable) to help employers solve the hiring problems created by mandatory retirement at age 65.

Out of general committee discussions came comments about the adequacy of housing for the aging. The public and the committee became better informed through an open meeting at which a State housing official described their plans and available aid in housing development. Utica's newest public housing project will contain a substantial number of units specifically designed for aging couples and for older unattached persons. These will have built-in features such as ramps and special safety devices such as less-slippery floors and handles on bathroom walls.

Since health proved to be such a vital part of a satisfactory retirement and job retention, the subcommittee on health became more important than was first visualized. Medical facilities were available but evidently were not being tapped soon enough or often enough. If aging workers were to be kept on the job or get new jobs, their health had to improve or at least hold its own.

The health committee, after hours of study and

consultation with area doctors through a special Medical Society Committee, came up with a design for a medical detection or rehabilitation center. This has stimulated community interest in health problems of the aging.

When the subcommittee on "Planning for Retirement" held a 3-evening workshop, the highlight of the presentations was the one on the medical aspects of keeping physically and mentally active as one grows older.

A distinguished group of physicians presented five areas of interest: geriatrics, internal medicine, surgery, psychiatry, and eye, ear, nose, and throat. A bank president and an editor, both of whom were retired and recognized these problems from firsthand experience, planned this Conference for Future Living.

Part of this same workshop was concerned with the need for recreation designed specifically for the aging. Besides good health, the Employment Service Counselor found also that many older workers needed something to keep them in good spirits until a job came along. Talk was not enough. Evidence of the need for a new program stimulated the Committee on Recreation to develop a very successful Drop-in Center—with the cooperation of the Community Chest, City Recreation Commission, Junior League, and the public schools. Space for the Senior Day Center, as it is called, was furnished by the Munson-Williams-Proctor Institute, a heavily endowed cultural center.

In the Institute's $2 million building program, space is set apart specifically for the continuation of the center. Operating on a 5-day week, the program gained such momentum that the Community Chest and Planning Council set the center up as a separate corporate entity eligible to receive funds from its treasury.

In addition, four senior citizen clubs have continued to service special groups in a variety of ways. A community Drop-in Center, identical to the one established in Utica, is being planned for nearby Whitesboro.

An unusual part of the drop-in Senior Day Center program was an employment orientation program which gave the group background material concerning the labor market for middle-aged and older workers and examples of the kinds of jobs currently being filled by the Employment Service. An evaluation of this experimental program indicated that it should be continued.

Another unique aspect of the community's efforts to aid the aging was emphasized again in the workshop on Problems of Retirement when the director of Adult Education of Utica College of Syracuse University described its offer of any of its day or evening courses tuition free to senior citizens over 65, since these persons automatically qualify for a full-tuition scholarship. In addition, personal and adjustment counseling by the Utica College Community Guidance Center is available without charge to this group.

The public schools' adult education program has set up courses in areas of activity of particular interest to middle-aged and older workers to provide new skills to make them more employable. This program has been tapped as a resource for the Drop-in Center for instructional programs in arts and crafts. This fits in with the local adult education pattern wherein the State of New York grants nearly full reimbursement for most courses except those of a recreational nature, such as golf, tennis, and the like.

Among the tangible items produced by the committee is a *Guide to Social Services for the Aging in the Greater Utica Area.* The health subcommittee, in cooperation with the medical society, produced a complete and up-to-date guide to meet the need of physicians and others in their contacts with older people. The guide describes the functions of various agencies listed on the cover, and specifically lists addresses and telephone numbers for referral purposes. The uniqueness and value of such a guide brought national recognition by the American Medical Association. Requests for copies have come from every part of the United States and Canada. Through it, local physicians discovered local agency resources which many did not know existed in the community.

The question naturally arises, "As a result of this activity has the Employment Service been able to place more workers over 45?" The figures show conclusively a greater degree of success in placement of job seekers over 45 for 6 months in 1958, in contrast to a year earlier.

Placements of Workers Over 45 as a Percent of Total Placements, Utica, N. Y.

	1957	1958
May	21	28
June	23	24
July	20	24
August	21	27
September	25	28
October	21	32
6-month average	22	27

This substantial rise in ratio of placements of job seekers over 45 occurred during a period of lower business activity. This disproves the idea that the 1958 period was one in which it was harder to place older workers.

Evaluation of Results

What has happened in the greater Utica area as far as the problems of the employment of the aging are concerned?

1. Almost everyone in the area is more aware that some problems exist. Employers who received the questionnaire of the employment subcommittee certainly became more aware of the need for a liberal

policy on hiring of middle-aged and older persons. A few indicated in the questionnaire that they planned to change their policy. Practically every month during the year the press and radio and television stations have carried information concerning problems of middle-aged and older job seekers. With a full-time staff person assigned to the committee by the Department of Social Welfare, this public information function has been expanded.

2. The prospect for the solution of problems concerned with leisure time are improved. The founding of the Drop-in Center has been a stimulus to the development of similar centers.

3. The committee itself discovered that the problems of health were of primary importance to every person in the group. To those who were seeking employment or trying to hold their jobs, it became apparent to the group that it was the most important single problem. Out of the discussions concerning the design for a medical detection or rehabilitation center, physicians and lay persons alike concluded that the problem was important. The only basis for discussion was the method to be used in improving the medical service and facilities available to the aged.

From my point of view as manager of Utica's Employment Service office, the development of Greater Utica's Committee on the Aging has been an exciting example of community cooperation. We hope this will continue to result in the community sharing some of the responsibility we have for dealing effectively with the employment problems of our middle-aged and older job seekers.

Civic Groups Help Develop Training Programs for Older Workers

By **MRS. FANNIE B. BEARD,** ***Older Worker Specialist***
and* EDWIN F. FULTZ,** ***Public Relations Officer
Arkansas Employment Security Division

THE Arkansas Employment Security Division launched its older worker program on September 1, 1956. Since that time, the "over 45" workers have been brought to the attention of every civic organization in the State. The question now coming to State headquarters from these civic groups is, "What can we do to implement the program?"

The answer given by Agency Administrator J. L. Bland was "We need a better informed public and the type of education needed can be supplied best through the cooperation of civic groups." The program has received widespread publicity and the agency has had splendid cooperation from many clubs and organizations. Among these groups are Rotary, Kiwanis, Chamber of Commerce, Lions, Retail Merchants Association, Young Business Men's Association, Business and Professional Women's Club, Soroptimist, Sorosis, Pilot, Altrusa, Arkansas Association of University Women, and church groups.

The opening wedge in this information campaign was made when the State Department of Education agreed to furnish instructors for an older worker training program if a sponsoring organization could be found. The second wedge was made when the Arkansas Federation of Business and Professional Women (3,600 members) adopted the older worker training program as their 1957–58 project. Sponsorship of this program was continued in 1958–59 by the 80 Business and Professional Women's Clubs in the State.

The success of this venture was assured on April 10, 1957, when the Governor appointed a Committee on Employment of Older Workers. This committee, composed of 12 outstanding business leaders in the State, is an "action group." Its goal is the placement of older workers in suitable, gainful employment.

The committee's program is based on six points:

1. Study reasons expressed for not hiring older workers and the validity of such concepts.

2.. Study cause of special unemployment problems among older workers.

ANNOUNCEMENT

The Little Rock Business and Professional Women's Club in co-operation with the Employment Security Division and the Little Rock Vocational Trade School announces the sponsorship of a "Home Attendant" Training Class for mature white women, beginning November 3, 1958. For further information, contact Mrs. Davis, State Employment Services, 307 W. Markham, FR 6-2371.

A typical newspaper announcement of training classes.

Instrumental in organizing the pilot older worker training project in Hot Springs, Ark., were, left to right: Dr. Elayne Lancaster, president, Business and Professional Women's Club; Alberta Wright, class instructor; Barney Harris, local office manager; and Regina Kaplan, Chairman of BPW Committee on Vocational Training.

3. Determine conditions under which older workers can successfully compete with other workers.
4. Encourage new opportunities for older workers.
5. Assist the Arkansas Employment Security Division in promoting equal opportunity for employment for older workers as they compete with other workers of similar qualifications.
6. Work with the Employment Security Division in education and information programs directed toward employers, employer groups, labor unions, and the community at large for the purpose of increasing employment opportunities for older workers.

In this committee's second meeting, a questionnaire was formulated to determine employers' reaction to hiring older workers. The 80 B & PW clubs volunteered to handle distribution of the questionnaire through personal visits with employers.

Results of this survey provided the basis for planning the training programs and for job placement. The first step was for the local sponsoring organization to set up a steering committee for the preliminary planning and general guidance of the program. Next, the community had to be sold on the needs for training these mature workers. This was usually done at an open meeting to which all interested citizens, particularly employers, were invited.

Many civic groups have held panel discussions to bring the older worker employment problem to public attention. Another method used to stimulate interest has been visits to these civic groups by the older worker specialist, an employee of the local Employment Security Division office, or a representative of the State Department of Education. A question-and-answer period follows the panel discussion. Often by the close of the first meeting, the nucleus of an operating program has been established.

One of the main factors to be considered in establishing a training program for older workers is the length of time needed to teach a specific skill. Occupations chosen are usually those that can be taught in short, intensive courses. Need for training is determined by local labor market conditions, by the number of mature persons in the community who need to learn marketable skills, and by the kind of training that will best serve the interests of employers, jobseekers, and the community.

The Hot Springs Business and Professional Women's Club sponsored the pilot training program, which was designed to fit the community's needs in the field of sales and service workers. The club agreed to underwrite expenses for utilities, paper, pencils, etc. The Hot Springs School Board established a precedent in saying: "We have an obligation to the senior citizen as well as to youth. There will be no charge for our services." Other towns have followed this precedent.

There were 56 trainees in the initial group at Hot Springs. Basic training in Home Care was set up on a 20-hour basis and advanced training for Home Companion as a 40-hour course. As a result of widespread publicity about the program, a group of employers were waiting to hire the graduates. Since there were not enough trainees to fill the employers' needs, this program was continued. A permanent practical-nurse training class is now in operation in this resort city. As a result of this pilot project, permanent practical nursing schools also have been established under the sponsorship of the Practical Nurses Association in two other cities.

Realizing that widespread community support is essential to clear understanding of problems faced by middle-aged and older jobseekers, and to breaking down the myths and misconceptions which have barred them from suitable employment, the Older Worker Specialist solicited the sponsorshop of eight women's civic organizations in the greater Little Rock area for a Golden Opportunities Forum. The combined membership of these 8 clubs is approximately 1,000. By Forum Day, 30 additional organizations were supporting this effort.

Work on the Golden Opportunities Forum began in October 1957 and it became a reality on February 15, 1958. Sessions featured "Take a Look at a Mature

Bill Shelton, secretary of the Camden, Ark., Chamber of Commerce, awards diplomas to the "graduates" of an older worker training class.

Worker" and "How To Get and Hold a Job." Mrs. Alice K. Leopold, Assistant to the Secretary of Labor, Washington, D. C., delivered the keynote speech. Prominent business leaders conducted the panel discussions. The interest stimulated by this forum has been helpful in accomplishing our objective that a worker should be judged on the basis of his qualifications for the job, not his age. Meetings are held monthly by the "Followup Committee," which is composed of one member from each of the eight sponsoring clubs.

During fiscal 1957, diplomas were issued to 650 "over 45" trainees. Ninety percent of these graduates were placed in jobs. Since July 1, 1958, classes have been completed or are in progress in 15 communities. This is the second year of the training program and interest continues to grow.

We have little difficulty placing skilled older workers. Unskilled male workers with limited education present us with our biggest problem. There is usually a demand for women who wish to work as domestics.

The training program has benefited many, but the woman who is forced to enter, or return to, the labor market profits most. She must be sold on the idea that she has a contribution to make to the economy of her community, that there is a demand for her services, and that she can embark on a new life of usefulness. Training is not only a morale builder, it teaches how to apply for a job.

Arkansas has found a way to create a good hiring climate for those over 45 through the cooperation of civic organizations. This is proved by the inquiry which the agency receives almost every day from civic clubs, which ask "What can we do?"

Promoting the Placement of Older Workers

By **CLARK A. PRICE**

Manager, Bend Local Office

Oregon State Employment Service

CAN the worker 45 to 65 years of age "cut the mustard"? Yes, he can if he is correctly classified, readied, encouraged, and given a chance to prove it. The Employment Service has the responsibility to classify, ready, and encourage him; and the employer can give him a chance to prove it. With this in mind, personnel of the Bend local office of the Oregon State Employment Service have concentrated on the first part and on a selling program directed toward employers to utilize more fully the abilities of middle-aged and older workers.

Knowing Our Stock in Trade

A continuous program has been pursued to determine our stock in trade in the older worker applicant group. An older worker, other than one temporarily laid off, is given a complete 511 application when first he registers for work. If it appears that he needs counseling, he is sent to the counselor. At this point, if it is needed, he is given a morale buildup and encouragement.

Applications of middle-aged and older workers

that are in the active file are reviewed at least once a month, brought up to date, and their occupational classifications reappraised. Those applicants who need counseling receive it, including a morale-builder talk along the lines of "You have understanding and know-how"; "Records show men of your age to be dependable, loyal, and stable on the job"; "In addition to seeking work through us periodically, make contacts on your own with employers with full confidence because you have something to offer"; and "Tell the employer you can make money for him."

So that we may know more about the applicant and thus prepare him better for the labor market, we maintain a close cooperation and liaison with local heads of the welfare department, veterans' organizations, State vocational rehabilitation, churches, unions, fraternal orders, and Golden Age Clubs. One particularly effective cooperative working relationship is that with the Oregon State Vocational Rehabilitation Department. In brief, we refer applicants who meet certain criteria to this agency for services we cannot provide. When the applicant has been rehabilitated, the Employment Service is advised of the Department of Vocational Rehabilitation's "plan of action" for each client and the results. The Employment Service is frequently consulted in working up such plans. The applicant is then sent back to the local Employment Service office for placement.

Have the Goods

First, we must have a thorough knowledge of what the applicant can do, his stability, loyalty, know-how, judgment, health, attitude, and desire to work. We must know all this because we are nearing the stage to advertise, so to speak, and, one does not want to advertise unless he "has the goods" to deliver.

We now have our applicant "in order" but how about us? Next, we must have confidence in the applicant and what we are going to do for him. Now, we know our "stock in trade," "have the goods," have ourselves "in order," and are ready to promote.

Promoting Work Openings

The local office monthly labor market bulletin assists materially in promoting the placement of the middle-aged and older worker. This bulletin is distributed to all newspapers and radio stations in the area and is mailed by the local office to some 450 persons, the majority of whom are potential employers or current users of the placement service. Promotional excerpts from the local office labor market bulletins run like this:

"More employers than ever before, according to employer requests for workers received by the local office, were utilizing the services of available applicants in the middle-aged and older age group. Placements totaled 70 as compared with 42 a year ago."

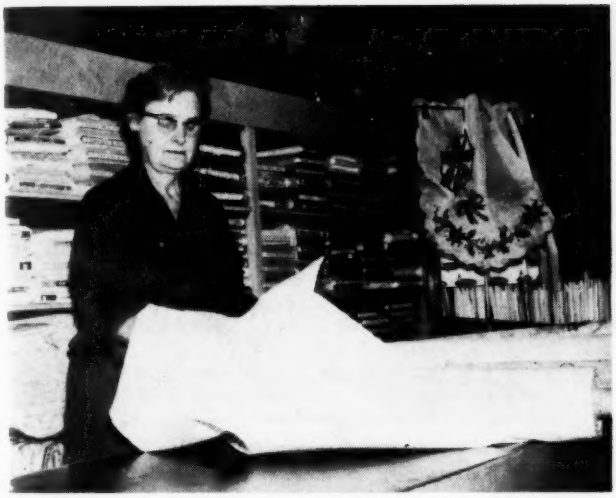
"Most employers continued to utilize the services of experienced workers in the mature age group . . . 58 placements made during the month as compared with 44 a month ago and 38 a year ago."

"The local office believes . . . jobs now unfilled . . . could be filled if . . . employers would relax their excessive hiring requirements . . . as to age, taking more workers above the age of 45."

"Where some employers filled their work openings with men over the age of 50 and 55, others still had unfilled openings because they had not relaxed . . . requirements as to the maximum age."

"As to age range, employers recognized the ability of workers between the age of 45 and 65 to the extent that 31 found employment."

Three members of the Bend local office staff who have played a leading role in implementing the older worker program in the area. Left to right: Richard Coats, Willard Hollenbeck, and George Monroe.



Margaret Anglin, age 62, a buyer at Wetles Dry Goods Store in Bend, examines merchandise.

John V. Morgan, age 76, is bookkeeper at the Oregon Trail Box Co. in Bend.

Henry Schlumpf, age 63, a cleat saw operator, and Carl Ereckson, age 69, a ripsaw operator, are valued employees at the Cascade Forest Products, Inc., in Bend.

A promotional and public relations program is now in the initial planning stage by the Bend Soroptimist Club, sponsor of the Bend Golden Age Club. Under this program, the club, through various publicity media, will urge employers to utilize the work abilities of this group, by placing work openings with the Employment Service.

Proof of the Pudding

To what extent has the older worker been hired, and how does he stand in playing his part as a segment of the employed work force? The following statement by two local partners in the lumber business speaks for itself:

"We have 17 employees in our lumber remanufacturing plant and the average age of this group is 55 years and 11 months. We definitely prefer the older age worker because he has proved to us that he is dependable, has know-how, and good judgment. Making money in our business, to a great extent, has been attributable to these workers because they make a better quality product, and, in this time of competition in the lumber industry, a quality product is essential in getting business. In 10 years of operation, only 1 worker has been fired and 3 have quit."

What does the local office statistical record show as to the utilization of the services of the older age worker? The following data show our record for 6 months of 1957 and 1958:

Nonagricultural placements	May–October 1958	May–October 1957
Total	1,079	626
Persons under 45 years of age	827	523
Persons 45 years of age and over	252	103
Placements of persons 45 and over as a percent of total	23.3	16.4

This program has obviously helped the Employment Service in securing job orders and placements because it is based on *ability to do a job and not sympathy or need.* We believe that better public relations have been established, and that we have grown in stature in our work.

SERVING THE INDIVIDUAL APPLICANT'S NEEDS

(Continued from page 4)

ployer, and perhaps even opening the way for future placements with the employer.

All of these activities, although constituting specialized service for the individual applicant, are part and parcel of the regular placement service. Such "specializations," intelligently provided in the mainstream of operations, should inevitably result in satisfied applicants, well-served employers, and, finally, in increased placements.

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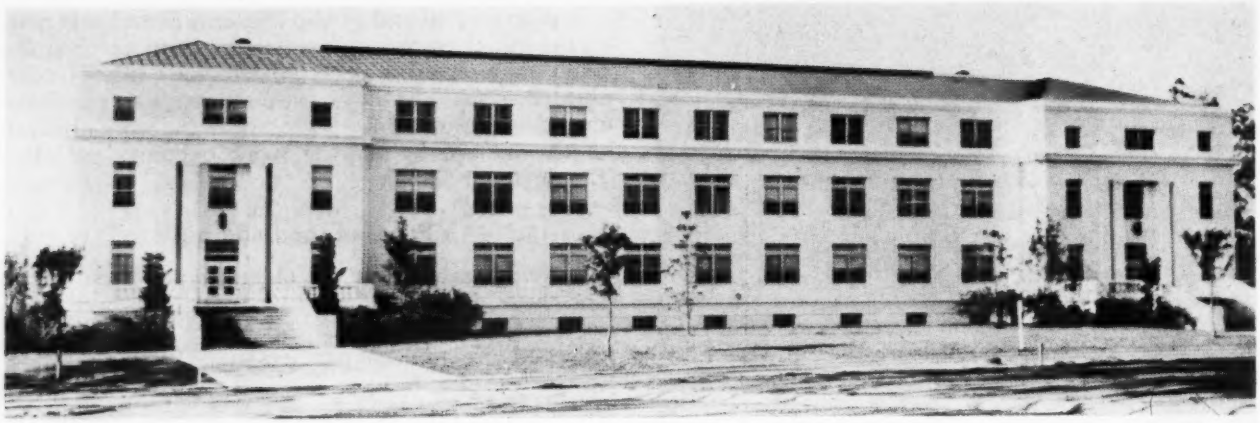


The workshop for Florida local office personnel who work with youth was held in the Industrial Commission building in Tallahassee.

FSES Prepares for the School Year

By **JOHN E. HAY**
State Supervisor of Counseling
Florida State Employment Service

A WORKSHOP for local office personnel working with youth services was held in the State office of the Florida State Employment Service from August 18 to 22, 1958. The purpose of this meeting was to share experiences of youth service staff members in order to identify successful methods of dealing with problems which arise in the cooperative program with the high schools.

Staff members from the Department of Education, the Child Labor Department, Science Research Associates, and national, State, and local levels of the Employment Service participated on the program.

This workshop was similar to the preschool planning conferences held in many schools throughout the country. Many aspects of planning a program of services to youth were considered. On the last day of the workshop, each local office staff member presented a "plan of service" for the high schools in his community for the ensuing school year.

Some of the areas to which the group directed its attention were:

National Trends Affecting the High School Program.—Counselors should guard against "falling into a rut" and should take current population trends into account. Counselors must help young people understand that competition for jobs is going to be stiff and that education will be more necessary than ever before.

The Employment Service, at present, is not serving all students who enter the labor market and who need our services. It was recommended, however, that we concentrate on improving the quality of present services rather than extending testing and counseling to earlier grades.

Selling the High School Program.—Some points to consider in explaining the program to the schools are: (*a*) Talk to the top man first, (*b*) go in person, (*c*) try to gage the mood of the person with whom you are dealing. The group felt that an annual report to principals would assist in gaining school acceptance of the program. Some local offices furnish schools with a synopsis of the vocational plan for each student in addition to a statistical report which includes the number of students tested, counseled. and placed.

Screening.—Four screening aids discussed were assembly speeches, teachers who know what their students really plan to do, the special screening form, and the application form. It was agreed that the screening form should be given before the application card in a general meeting with all high school seniors.

Interpretation of the General Aptitude Test Battery.—Although high or low scores are significant for planning purposes, the discussion of a single aptitude with a counselee is usually not good practice. The counselor should discuss a number of different kinds of jobs which could utilize some of the person's strongest abilities. In addition, there is a need for more concentration on information obtained from the interview in vocational planning. Tests are only part of the answer.

School Records.—Each participant was provided with an example of the school records used in Florida. School grades, the significance of school subjects, how

he counselor helps the young person analyze his school records, and the importance of extracurricular activities were covered.

Interest Check List vs. Kuder Preference Record.—Some counselors use the Interest Check List to survey the counselee's reaction to all fields of work and utilize the Kuder to determine intensity of interest in a particular field. The disadvantages of the Kuder were discussed. It was concluded that both inventories can be useful in counseling, but that the ICL is probably better suited for ES counseling. Standardization of the ICL was held to be desirable.

High School Tests.—The various tests used in Florida high schools which are of value to ES counselors were discussed. Manuals concerning interpretation of the scores were provided. The discussion leader warned against pinpointing occupational choice too early and stressed the value of a solid education.

Values in Vocational Planning.—Values such as desire for adventure, power, security, solitude, leadership, knowledge, etc., often influence decisions and determine job satisfaction more than aptitudes do, one speaker indicated. The counselor should help young persons know their values. In assisting the counselee analyze his vocational strengths, it is important to take a "multifactor" approach, which takes into account the counselee's interests, values, goals, needs, etc.

Problem and Plan Statement.—Some ways that the high school problem and plan statement differ from the local office problem and plan statement were explained.

Scholarships.—The new *Guide to Florida Scholarships* written by the FSES and printed by the Department of Education was discussed. Many scholarships go unused in Florida because young people and counselors don't know about them. This guide should help increase the number of scholarships which are utilized.

Career Days.—Three local office youth counselors participated on a panel which discussed the role of the ES in high school career days. Both the advantages and disadvantages of such "days" were examined.

Diversified Cooperative Training Program.—Release of the GATB to the schools, cooperative counseling, and who does the placement were discussed. If the school has a stable DCT program and school personnel have been trained in the administration and interpretation of the GATB, the group felt that local offices may consider releasing the GATB to DCT coordinators.

Serving the Dropout.—Counselors should understand the need of the child for a "friend" at this critical period in his life. They should try to *know* the young person before advising his return to school. Why youth drop out of school and the ES program of services to dropouts were examined.

Serving Rural Schools.—Statewide planning to assist young people in their migration from rural to urban areas is a great need at present. Counselors should be alert to the job implications of skills acquired on the farm by the counselee. Such jobs include working with animals, horticulture, forestry, food processing, selling farm equipment, etc. It was mentioned that the USES and the Department of Agriculture need to work more closely to disseminate urban occupational information to rural schools.

Occupational Information.—Ways in which youth learn about occupations, uses of occupational information, what counselees need to know about occupations, some principles to consider in giving occupational information, examples of publications of particular interest to youth, and how occupational information is filed were explained. The workshop group felt that counselors should not rely solely upon their own knowledge of jobs in counseling. The use of printed materials from the occupational file helps shift part of the responsibility from the counselor to the counselee.

High School Publicity.—Placement is a vital part of the high school program. Placement promotion should begin early in the spring. The various kinds of publicity media and examples of promotional materials used in other States for this purpose were considered by the workshop group.

Reporting.—The annual report of the high school program required by the Bureau was reviewed. Activities conducted in schools with which the local office does not have a planned, well-rounded program should not be included in the annual report to the Bureau.

Counseling Talented Youth.—The problem of stimulating talented youth with little achievement motivation was considered. The basic responsibility for uncovering latent abilities lies with the schools. The Employment Service can assist talented youth by putting them in touch with sources of information on education and scholarships.

Summer Job Campaigns.—A panel of local office counselors who have conducted successful summer job campaigns in their local communities discussed this topic. Some factors to consider in organizing a summer youth program mentioned were: (*a*) Coordinator of program, (*b*) advisory board, (*c*) office space, (*d*) equipment, (*e*) interviewers, (*f*) school survey, (*g*) employer survey, (*h*) volunteer workers, (*i*) timing, (*j*) forms, (*k*) followup, and (*l*) sponsorship.

Planning the High School Program.—A form which local office counselors can use to assist them in planning various activities in the high school program was shown. The group also discussed what activities should be carried out each month of the year in the youth program. Careful planning makes it possible to allow adequate time for each function, avoids rushing, assists in scheduling activities with the school, and spreads the workload.

The dominant theme running throughout the week of the conference was that it is important for the high school program to be recognized as a function of the *entire local office*. Efforts to compartmentalize it and make it a function of just one or a few employees should be avoided.

Community Cooperation In Youth Placement

By **MRS. EVELYN STUBBLEFIELD**

Interviewer, McMinnville Local Office

Tennessee Department of Employment Security

IN THE not too distant past, "public relations" in the Employment Service consisted of a bald program of selling what management wanted sold. The theory seemed to be based on the old drummer's rhyme.

> He who whispers down the well
> The things he has to sell
> Will never get as many dollars
> As he who climbs a tree and hollers.

Bitter experience has taught us that we must do more than "climb a tree and holler" if we are to bring about a good ES-community rapport—so vital in the development of job openings and satisfactory placement of youth.

Actually, our youth guidance program cannot be a "selling job" at all. Rather, it must be a program of close cooperation and working relationship with all groups that make up the community—the workers; the employers; the schools; the various associations, civic and social, private and public—to assist youth to understand the value of cultural education as related to improved employment opportunities.

The Employment Service and schools need a greater exchange of information and services to insure a realistic approach to the preparation of youth for living. Educational leaders need a thorough understanding of the labor market. Before leaving high school, youth should be well grounded in knowledge of industrial development; the history, methods, and aims of organized labor; and existing labor laws. Young people in high school and college need this information to guide them in choosing courses of training and education. The qualitative adequacy of the future labor supply will depend, to a large extent, on the vocational counseling and guidance services provided by the ES, industry, schools, Veterans Administration, and the Armed Forces.

Industry can ease the skilled worker shortage and aid in youth placement by stepping up the training of skilled craftsmen through adequate and rounded programs such as apprenticeship. Machine shop crafts are presently experiencing skilled worker shortages in such jobs as tool and die makers and machinists.

Vocational training in public schools for the undergraduate will tend to persuade young people to stay in school and prompt the dropouts to return to the classroom—and these programs should be encouraged by community governments. Employers in particular can help to ease the skilled worker shortage by encouraging young people they employ to get more education through part-time schooling, correspondence courses, or on-the-job training. Quite often we find an employer who takes special interest in a student who is employed in his establishment and, by his help and encouragement, the student continues his education in some technical or professional field after high school.

School curricula can be planned in cooperation with the ES and industry with a view to giving youth who can absorb it a well-rounded education, with special emphasis on mathematics and science. For youth not capable of acquiring "bookish" education, the community needs to provide a new kind of education to prepare them to be good wage earners and good citizens. Homemaking and citizenship, occupations in which all school children will eventually participate, must not be overlooked.

Studies which help smooth the continuing perplexities adults face in trying to be effective workers, consumers, citizens, and parents must be emphasized. The aim should be to educate for the "whole of living," since that aspect of life called "work" is related to all the rest. The value of a cooperative youth program, if handled well and with a thorough understanding on the part of all concerned, will provide the basis for the final "payoff"—development of job openings and satisfactory placement of youth.

Commendable as it is, the attitude of self-appraisal is not enough. We can go forward only with a positive program of interpretation for our youth. Our first task is to be certain that we have a youth placement program suitable to the needs of our youth and community. Our task of leadership calls for us to know what is needed to make our ES a better community servant. We must be able to recognize individual limitations as well as program limitations. If our employment security program is even to hold ground won by years of arduous and intelligent labor, we must tap the best possible leadership in our communities. This means that we must develop a strong

A group of participants in a forum on community services to youth held in McMinnville. Mrs. Stubblefield, the author, is standing fourth from left.

corps of active supporters in a program of guidance and placement for youth.

Ideally, all members of the community—every student, parent, teacher, layman, and professional person—should come to a common understanding of the problems inherent in meeting youth needs. It is practically impossible to include more than a few genuinely interested individuals in even the most loosely constructed working organizations.

The McMinnville Employment Service (a medium-size office) compromised the "ideal" with the "practical" and went about developing a youth program in our community in 1948 designed to tap the resourcefulness of the people in our area. We believe our program is small enough to be effective, yet large enough to obtain the benefit of diverse points of view. Our program, by its merit, has maintained the interest of community leaders. Public opinion supporting our cooperative school program, during the past 10 years, has grown in favorable proportions.

Among the factors which have contributed to the alertness and diligence of the McMinnville ES personnel in creating a successful youth placement program has been a desire to keep abreast of progressive ideas. Local school administrators, as leaders in community education, are our best source of help in getting the basic concepts of the ES-school program across to the public.

An employment office, like any other organization, cannot operate much in advance of, or too much behind, public opinion. We have discovered that by giving our help and sympathetic support to other worthwhile projects in the community, we can usually expect and get community support for ours. So we try to be good public relations officers. We take advantage of various media to put our story across—through the school classrooms by relating current labor market information; by serving on school curriculum steering committees; through cooperation with the local chamber of commerce to help attract new industry to our community; through carefully worked out radio programs and spot announcements; and newspaper feature articles in our local newspaper.

We have stressed "needs" more than objectives in trying to create new kinds of training and supervised work experience programs among employers for some types of unemployed youth—those of low intelligence, school dropouts, those lacking proper motivation, or those whose needs are not met by our current ES-school program.

Cooperative relationships between the ES and Vocational Rehabilitation and between the ES and the VA are now dignified by signed agreements, and are proving helpful in the occupational adjustment of handicapped youth.

Several projects have proved useful in furthering our "employment of youth" program. Several years ago, a radio program "Your Life's Work," which ran for 2 years as a public service feature to complement the ES-school program, achieved high audience ratings. Radio management displayed a keen interest in content and quality of our program. The idea of drafting business and professional men and women and labor representatives into the project to discuss pros and cons of their lifework generated enthusiasm among school principals, teachers, students, parents, and the general public. High school graduates who narrated the scripts found this a meaningful experience. This was one method by which we began to get our program before the public and lay a foundation for future placements.

Financial Aid for Students

We are looking forward to the day when no child is forced to leave high school because of poverty. We are even further away from the day when it will be financially possible for every boy and girl who can benefit from a college education to secure one. The development of student financial aid through loans and scholarships is a relatively new field and we are still far from realization of the goal. But a comprehensive approach has been effected in McMinnville.

In October 1955, through efforts of representatives of various civic clubs, veterans' organizations, youth-serving agencies, educational institutions, and interested persons in the community, the "Guidance and Scholarship Foundation" was organized. The board of directors is composed of a representative from each of the supporting groups. Under the program, students were assisted in securing part-time jobs to help meet their college expenses. In 1956, a new chapter was written for Warren County students when the Guidance and Scholarships, Inc., unit came into being. New groups, including student councils, enlisted their financial support. In order to keep "brains" and "abilities" at home, a placement committee has been established by the foundation.

Effective methods of cooperation and coordination of effort on the part of the McMinnville VER laid the foundation, back in 1954, for a sound on-the-job

training program with a major middle Tennessee manufacturing plant, the Powermatic Machine Co., which is located in McMinnville. Day-by-day visits to help stimulate employer interest eventually gained for the VER acceptance of ES placement facilities. Soon, the VER was able to increase local job opportunities for veterans, including the younger veterans and servicemen.

The VER's leadership and accomplishments in veteran community development programs, with special emphasis on the "younger" and "handicapped" veterans, won for him first place in the 1958 IAPES Award of Merit Contest in the State, and second place at the international level. His "Operation-Back-From-the-Grave" story concerning the rehabilitation of a young veteran also won for the McMinnville office a handsome plaque from the local VFW post in recognition of job accomplishments in job development and job placement for the citizens in Warren County.

Citizenship in the making! What opportunities we have to help young people by creating the environment that will provide for their natural, mental, physical, social, and spiritual growth.

A Program for Rural Youth

By **OSCAR GJERNES,** *Supervisor, Technical Services*
and **U. E. SCHLIEMANN,** *Supervisor, Employer Services and Community Development*
North Dakota Employment Service

THE need for a program of service to rural youth is probably more pronounced in North Dakota than in any other State in the Nation because it has the highest percentage of its population living on farms and in rural areas. According to the 1950 census, our population was 620,000, and 41 percent lived on farms. In addition to the people who live on farms, a large number live in towns which have a population of about 300. These small towns account for another 15 percent of the State's population.

Employment opportunities in our small towns and farm areas are practically nonexistent. A normal population growth (births over deaths) from 1950 to 1956 would have been 75,000 people. Our population actually increased only 22,000, indicating an outmigration of 53,000. Even more significant is the fact that 86 percent of our outmigrants were in the 18-to-34 age bracket.

The main reason people migrate from North Dakota is lack of job opportunities. There were approximately 10,000 fewer hired workers on farms in 1958 than in 1950. This follows the national pattern of fewer farmworkers needed to produce larger and larger crops. Nonagricultural opportunities increased only about 10,000 during this same period. Thus, not a single net additional job has been made available to our inhabitants in a period of 8 years.

Due to declining job opportunities in agriculture in North Dakota (and an expectation that this trend will continue), 5 out of every 6 of our males have to leave our farms and small rural communities to find employment elsewhere. Thus far, our urban areas have not been able to absorb the surplus labor from the rural communities. Outmigration from the State has been mandatory.

Additions to the labor force in North Dakota are

U. E. Schliemann, Oscar Gjernes, and Ralph R. Lange, supervisor of services to special applicant groups, confer on the program for rural youth.

Two high school girls taking a typing proficiency test in a rural North Dakota community.

primarily youth who enter the labor market as they graduate from high school or drop out before completing high school. There are few job opportunities for any of our youth. But the rural youth is at a double disadvantage since he must compete with other youth who are more familiar with hiring practices in the urban areas. It is therefore necessary for the bulk of the rural youth to migrate if they are to find permanent-type employment.

The North Dakota State Employment Service recognized the problem rural youth face and decided to extend the services of the local office to provide the same services for them as are generally available to youth residing in communities where offices are located. To be effective, a full program of employment services was needed. This program includes taking applications, rendering counseling and testing services, disseminating labor market information, making summer and permanent-type placement within the State, and using clearance facilities for out-of-State placement.

We found that the most practical way of reaching rural youth is through the schools. Our major emphasis has been on the year-round high school program. Schools are generally located at such distances from the local office that placement service is limited. But we arranged to think and plan with these youngsters throughout the senior year.

One objective of a high school education is to prepare boys and girls to assume their responsibilities in our kind of society. This includes not only learning about living, about democracy, about assuming responsibilities, but also learning about the world of occupations. We think the latter responsibility is of direct concern to the Employment Service.

It is obvious that a flexible calendar is needed to carry out the year-round program for seniors in all areas of the State. Shortly after the opening of school in September, the local office school coordinator contacts school officials either to renew acquaintances and reconfirm working agreements, or to establish or extend working relationships. The Employment Service representative discusses the objectives, aims, purposes, and general operations of the Employment Service with high school seniors. Arrangements are made with school officials for the dissemination of occupational information, employment counseling, aptitude testing, and proficiency testing. Programs are established or arrangements renewed for placing practice students in business establishments or in the distributive education classes. Details are completed for handling dropouts. During this visit, the Essay Contest for the Employment of the Physically Handicapped is also reviewed and promoted.

Depending on the extent of working agreements, the schedule of contacts made with 109 of the 378 secondary schools in North Dakota for the school year 1957–58 was something like this:

September–October

Renew arrangements for the coming school year
Discuss Employment Service operations
Review of summer placement program
Discuss occupations and employment opportunities outside, as well as inside, the area
Complete screening forms and applications
Plan for career and college days
Conduct initial counseling interview with seniors who are to enter the labor market

November–December

Give general aptitude tests
Complete Interest Check List and Kuder Preference Record

December–January

Discuss aptitude test results and relationships to occupational patterns

January–February

Conduct subsequent counseling interviews and evaluate the information
Hold further conferences with school officials

March–April

Plan job development
Contact sponsoring organization(s) for summer and regular youth placement

April–May

Confirm occupational planning
Carry on publicity and job development for youth
Give proficiency tests
Take applications for summer jobs with local agri-

Junior Chamber of Commerce officials, Harold L. Anderson, president (left), and Victor Skaff, chairman of the employment committee (right), confer on mutual problems with John A. Reich, employment counselor in the Bismarck local office.

cultural and nonagricultural employers, as well as for out-of-area employment

May–June–July–August

Job placement
Followup

The Employment Service counseling program in the secondary schools of North Dakota has grown rapidly in recent years. This program is carried on in 109 schools and is intended to supplement existing guidance services.

Students who plan to enter the labor market are offered the Employment Service counseling services, which include a personal evaluation of interests and aptitudes and an intensive review of the world of work. Job requirements, apprenticeship opportunities, and occupational outlook information are discussed. During the last school year, counseling interviews were held with 1,377 graduating pupils. In addition, many students who had indicated that they planned to attend college found themselves unable to do so and later reported to local offices for counseling or placement service.

The Employment Service maintains close working relationships with the Department of Public Instruction, the North Dakota Personnel and Guidance Association, the various colleges, and the Bureau of Apprenticeship. These relationships facilitate cross-servicing. For example, at an institute held at Dickinson State Teachers College last fall, the Employment Service worked out cooperative procedures for serving youth with representatives from high schools in the area and the Indian Service.

Community resources are exploited to give students about to enter the world of work more information on which to base their decisions. Holding Career Days is one means by which businessmen, educators, training institutions, Employment Service representatives, and others cooperate in informing the young people concerning job requirements and opportunities. Limited industrial employment minimizes observation of actual jobs, so information must be more extensive in North Dakota than elsewhere.

The percentage of North Dakota high school graduates enrolling in college appears abnormally high. Fifty to 70 percent of high school graduates are enrolling in college. This tendency is undoubtedly influenced by a lack of other suitable choices.

The migration of our young people has long been of special interest. Where are they going? What opportunities await them in other areas? How did they learn of these opportunities? North Dakota does not have any employment mecca to which young people migrate. Continued followups have been made with high school students from schools with which the Employment Service has been doing counseling. However, this information has been inadequate and incomplete. For example, only a segment of those migrating receive counseling services while in high school. The followups have been limited to 1, or sometimes 2, years out of high school. For these reasons, it was felt that a complete followup study would be helpful.

Consequently, a study is presently in progress for a followup on the 1958 high school graduating class. The Minot State Teachers College, the Department of Public Instruction, and the State Employment Service is establishing a complete "whereabouts" file. From this study, it is hoped the migration pattern of this group can be determined. Other sample studies have shown significant migration to the West Coast, especially Los Angeles and Seattle; to Fargo; and to Minneapolis-St. Paul.

To better round out our service to youth, we carry on a number of special programs. Among these are the summer youth placement program in agriculture and in nonagricultural establishments, short-time placement of high school and college students, and the summer youth placement program for Indians. (A discussion of the North Dakota Employment Service college program was published in the May 1956 issue of the EMPLOYMENT SECURITY REVIEW.)

Summer Youth Placement

Generally, there are two broad groupings of students seeking employment: (*a*) the student still in school who desires vacation employment, and (*b*) the student leaving school who wants permanent employment. Most of our office areas have had good community support through organization sponsorship of youth placement, particularly Junior Chambers of Commerce and Kiwanis Clubs. Publicity through newspapers, radio, TV, and direct mail is part of the sponsors' responsibility.

A lack of sufficient summer job opportunities in nonagricultural establishments has made it necessary to seek and develop additional jobs in agriculture. A special agricultural youth placement program was promoted in 1957 and 1958 to place crews of youth

on farms for weeding and thinning beets. The youth are placed on small acreages and are hired in place of migratory workers.

Continued emphasis on permanent placement during the summer months results in employment by September for most of the youth seeking permanent jobs. The youth placement program is organized for placement of all youth, including the rural youth who registered during the school term under our school program arrangement.

The distance that some of the youth reside from the local offices has been a limiting factor in rendering effective placement service. Therefore, we believe information on the labor market, local job possibilities, training needs, how to prepare for college, and how to apply for jobs is doubly important. Fewer resources to aid youth in making vocational decisions exist in rural communities than in urban areas. In many cases the Employment Service is the only contact students have to discuss employment problems.

During the summer of 1958, some 26 percent of all nonagricultural placements were made with youth. The percentage of all placements of youth, by industry, was as follows:

Agriculture	22.0	Trade	28.2
Construction	10.4	Finance	1.4
Manufacturing	3.2	Service	11.2
Transportation and utilities	3.5	Domestic	17.5
		Government	2.8

Indian Youth Placement

The agricultural land on which our Indian youth reside is poor. There are even fewer employment opportunities there than in other areas in the State. The only alternative is for those who desire employment to leave the reservation. Therefore, the Employment Service, in cooperation with the Indian Agency and reservation school, has arranged to provide a complete applicant service program for Indian youth at the reservation site.

Special emphasis is given to placement of Indian youth in summer jobs. Summer employment is of great importance to these young people so that they will be able to get more training. Most of the graduates from Indian high schools attend special vocational training schools. The cooperative placement program between the school, the Indian Agency, and the Employment Service resulted in placement of the majority of individuals who were available for work in the summers of 1957 and 1958.

Vashon Island Day-Haul

By **LEROY CAMPBELL**
Farm Placement Representative, Seattle Local Office
Washington Employment Security Department

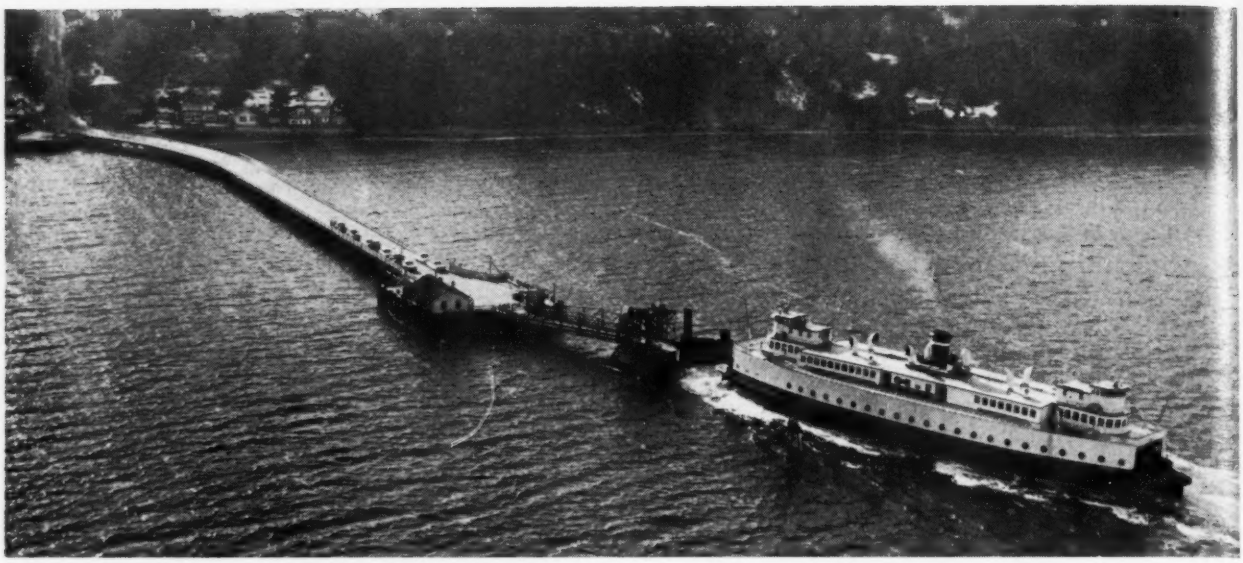
VASHON ISLAND is located in Puget Sound midway between Seattle and Tacoma. For the past 50 years, it has been an agricultural area which is known nationally for its production of currants and sour cherries. Up until World War II, growers depended on crews of Canadian Indians to pick the various crops. During and since that time, these crews have become increasingly difficult to secure and retain for the season.

Housing was not available on the island to accommodate the number of workers needed to harvest the crops. However, workers were available in the Seattle area on a day-haul basis. As a result, growers looked to the Seattle office for help. The problem was: How can the growers get Seattle pickers to Vashon Island and return them at night without the growers having to cross Puget Sound each morning to pick them up and each evening to return them to Seattle?

It is 11 miles from downtown Seattle to the ferry dock, and 2 miles across the water to the island. The island is directly west of the southwest section of the city, known as West Seattle, which is almost entirely residential. To pick up his workers in Seattle in person, a grower would have to drive his vehicle to the ferry, cross to Seattle, go to the central dispatch point, pick up a crew, and then return. This would involve 1 hour and 40 minutes, assuming *no* waiting at any point. It would also cost each grower from $4 to $20 per day for ferry fare, depending on the size of his vehicle, plus 30 cents each way per picker, plus the cost of driving his vehicle.

In May 1948, the Seattle local office manager called a meeting on Vashon Island to try to solve this problem. All interested growers were invited by letter and newspaper notice. Representatives of the Employment Security Department, the Washington State ferries, and the Seattle schools were invited and attended the meeting. The meeting was held prior to the beginning of the harvest season, which usually starts about July 1, but late enough for growers who had special recruitment programs to have time to see what the potential results of these programs might be. Some growers planned to use Canadian Indians. Some planned a local day haul on the island. And all had planned to supplement their program, if necessary, with day-haul workers from Seattle.

The problem was finally resolved in the following manner.



The Seattle-Vashon Island ferry by which farm workers are transported to their jobs each day.

Each grower was required to place his order with the Washington State Employment Security Department 1 day in advance of need. Employment Security personnel would control radio and newspaper publicity and would select and refer workers to the ferry dock as needed.

Pickers were to arrive at the Seattle dock not later than 6:55 a. m. each day. Each picker would be given an Employment Security identification card which was to be used as a ticket to get on the ferry. The ticket takers would honor these cards and collect them as the pickers boarded the ferry.

The ferry officials insisted that, as a safety precaution, a representative of the Employment Security Department accompany the pickers on the 20-minute trip over to the island. He was to help keep workers from running on the deck, playing on the car deck, and to prevent any malicious mischief which might be attempted.

On arrival at the island, pickers were to leave the ferry in an orderly manner and board growers' vehicles, parked just off the dock, for a ride of from 5 to 15 miles to the fields. Employment Security personnel were to assist in supervising the orderly loading of buses, and at the same time solicit orders for workers for the following day from each grower present. These orders could be supplemented during the day and could be canceled as late as 6:30 a. m. the following morning by calling predesignated telephone numbers.

Workers were expected to pick in the fields during the day. At the end of the day, each picker was paid in cash and given a special "berrypicker" ticket which had been purchased by the grower at a special rate of 39 cents. Pickers were then returned to the dock and their return-trip tickets were picked up by the ticket taker as they went aboard the ferry. This process saved a grower using, for example, 20 pickers a day, approximately $21 per day, plus the saving in time.

To make this program successful, the following rules were agreed to by all concerned:

Each grower must place a firm order for workers with the Employment Security Department. Growers failing to pick up crews were required to pay the ferry fare for crew members unless some other grower could use them.

Every picker must receive a ferry ticket at the end of the day. If a picker's work was not satisfactory, if his conduct made him undesirable, or if he left the field, the grower was justified in withholding the cost of the ferry ticket from his wages. In any case, he must supply the picker with a ticket so he would not be left stranded on the island.

All pickers were required to leave the Seattle dock for the island on the same ferry. They could, however, return to Seattle on any ferry they chose.

All pickers had to be returned to the Vashon Island dock daily early enough to enable them to board a ferry that would return them to Seattle not later than 6 p. m.

This program, with some variation, has worked successfully for a number of years. Young workers have been used to pick strawberries, gooseberries, loganberries, currants, and sour cherries on the island. Their earnings have been $4 to $6 per day, plus a free ferry ride each morning and evening. On one occasion, 750 workers were taken to the island in a single day, although generally we had orders for from 50 to 100 workers per day. In 1958, Seattle operated six separate day-hauls. Of the 52,000 referrals, 1,834 were accounted for by the Vashon day-haul.

Current plans indicate that there may be some increase in need in future years due to increased plantings. Growers expressed satisfaction with the Vashon Island day-haul program and have stated they will use this day-haul on an increased basis during the 1959 season.

Placing Indians Who Live on Reservations: A Cooperative Program

By **BRANCH OF RELOCATION SERVICES**
Bureau of Indian Affairs
Department of the Interior

SINCE July 25, 1950, a formal working arrangement has been in effect between the Bureau of Employment Security and the Bureau of Indian Affairs. It relates to cooperation in employment placement of Indians through the joint efforts of the State Employment Services and the Bureau of Indian Affairs.

The Indian population represents a potential source of manpower supply numbering some 350,000 scattered throughout the Nation. The vast majority, however, still live on reservations and trust lands in 25 States.

To appreciate the current program to assist American Indians residing on reservations in the United States and Alaska to obtain employment where their skills can be utilized and to afford them an opportunity to improve their economic status, some mention should be made of the assistance given them in the past.

The first Commissioner of Indian Affairs was appointed in 1832; since then there have been 36. In November 1921, the Bureau of Indian Affairs was authorized to supervise the expenditure of such moneys as Congress appropriated for the benefit, care, and assistance of Indians. The Citizenship Act of 1924 made American Indians citizens with all the rights and privileges of other citizens.

Off-Reservation Employment

In 1930, the Bureau of Indian Affairs undertook a vigorous program to obtain off-reservation employment for Indians. Those most benefited by this program were young people who had been graduated from Bureau-operated schools. This activity stimulated migration of young Indian people from the reservation. Working against the development of this program was the depression of the 1930's and the Federal work relief projects which provided subsistence income at home. This program was abandoned in 1940.

With the advent of World War II, young American Indians—both men and women—made their contribution to the war effort by entering various branches of the Armed Forces, while others migrated to urban areas to take war jobs. This temporarily eased the economic pressures of the population of the reservations during the first 5 years of the 1940's.

When the war ended, the "back to the reservation" movement started. First to return were the industrial workers and then the servicemen and women. By 1947, the population was multiplying and the economic resources of the reservations were severely strained. There were few employment opportunities on the reservation and only a very small number of Indians were able to make a living by farming.

Reluctant to Return to Reservation

Having observed living conditions in off-reservation areas, Indian service men and women were reluctant to return to substandard conditions of the reservation. Many took advantage of training offered to veterans through enrollment in school or on-the-job training programs.

In 1948, provision was made for the establishment of job placement service to assist those Navajos who were willing to seek a livelihood away from the reservation. Up to that time, farm and railroad track work had provided some seasonal work for the Navajos. Through the close cooperation among the Arizona and New Mexico State Employment Services and the U. S. Railroad Retirement Board, there was a steady increase in job placements of these Navajo Indians in both types of employment. Placement offices were opened in Denver, Salt Lake City, and Los Angeles. Soon a limited number of Navajo men, most of whom left their families at home, began moving to these locations for seasonal work.

In 1950, the Congress approved a long-range rehabilitation program for the relief of some of the economic hardships of the Navajos. This program, designed for economic development, included reservation on-range improvement, irrigation, and development of natural resources.

Prior to the original agreement of July 25, 1950, with the Bureau of Indian Affairs, the Employment Service provided regular placement assistance to Indians from the reservations who applied at local offices. The agreement extended and expanded this assistance by carrying placement services to the reservations. Due to the change in emphasis to a program of relocation, the original agreement was revised by the Memorandum of Understanding signed July 1, 1955.

Indians who have had the advantage of training have proved to be thorough and versatile workers. Pictures of some of the many occupations in which they successfully engage are shown on these two pages.

A practical nurse.

A precision-instrument reader.

A mechanical draftsman.

The Employment Service assumes the major responsibility for all placement of Indians from reservations—whether on or off the reservation and whether for temporary or permanent, agricultural or nonagricultural employment. Primary responsibility for permanent off-reservation relocation (vocational, social and family preparation, education and training, and economic adjustment) lies with the Bureau of Indian Affairs. In the latter instance, the Employment Service offers placement and employment-related services upon request of the Bureau of Indian Affairs.

Should There Be Voluntary Relocation?

In the fall of 1950, the Bureau of Indian Affairs began an investigation of the need for a *voluntary* relocation program to assist adult Indians over 18 years of age who desired work away from the reservation. The program provided financial assistance to the relocation destination, and subsistence en route and for normal expenses during the first 30 days thereafter when there was no income.

Following establishment of the first Field Relocation Office in Chicago in November 1951, major changes were made in the Navajo placement staff. The Navajo Placement Offices in Los Angeles, Denver, and Salt Lake City were converted to Field Relocation Offices and services were made available to *all* Indians. In the spring of 1952, the first Indians were helped to relocate.

Field Relocation Offices were staffed with personnel, qualified and experienced in (1) social and community adjustment, which included family counseling, budgeting, education, health, and general problems arising out of adjustment to urban living; (2) employment, which included job development, contacting employers and informing them of the program, and soliciting their assistance in giving employment to Indian workers; and (3) clerical and administrative duties.

In August 1953, an effort was begun to make available to Indians *all* the advantages and opportunities, economic and otherwise, for which legislation had been enacted. The establishment of new Field Relocation Offices was authorized for Oakland, Calif., in 1954; for San Francisco and San Jose in 1955; for St. Louis, in 1956; and for Dallas, Cincinnati, and Cleveland in 1957.

A program of Adult Vocational Training Services, authorized by Public Law 959 (84th Cong.) was enacted August 3, 1956.

The decision to relocate or to enter into a vocational training program is up to the individual Indian. He is generally given his choice of location, but final decision is governed by training or relocation opportunities. Before an Indian is given assistance, the Relocation Officer at the reservation helps him to prepare an application, giving pertinent personal factors and his work history. Many Indians have no specific work pattern and few marketable skills, but

they usually know where they would like to live. The information helps the Relocation Officer at the destination point to understand the pattern of living the Indian has been used to and his complete work history. Many times, the Indian has not kept work records, or if he has, they may be of little value, since most of the employment was seasonal.

At this point, the SES representative and the Agency Relocation Officer work together very closely in job development for Indians and in determining the best field of endeavor for those who do plan to relocate to urban localities. The General Aptitude Test Battery testing procedures are of much help. The Agency Relocation Officer explains the GATB testing procedure to the Indian and makes arrangements with the appropriate SES office in a nearby city to administer the tests. Test results provide a working tool with which Relocation Officers are able to assist the applicant more effectively.

When the Indian arrives at the Field Relocation Office, he often is bewildered and looks to the Bureau workers for guidance and friendship. He must be encouraged continuously to rely upon his own efforts to sustain himself and his family.

Services at a relocated destination point consist of the following: orientation at time of arrival; advice as to financial assistance available; information on the type of housing arranged—whether temporary or permanent; inquiry as to the health of the persons relocated; and the status of household goods shipped. Emphasis is also placed on responsibilities incident to good community adjustment, especially behavior, drinking habits, school attendance of children, payment of obligations (rent, food, utilities, etc.); adherence to traffic regulations; budgeting; housekeeping; good work habits; personal grooming; community services; and special services available such as SES, health clinics, union offices, churches, recreational activities, etc.

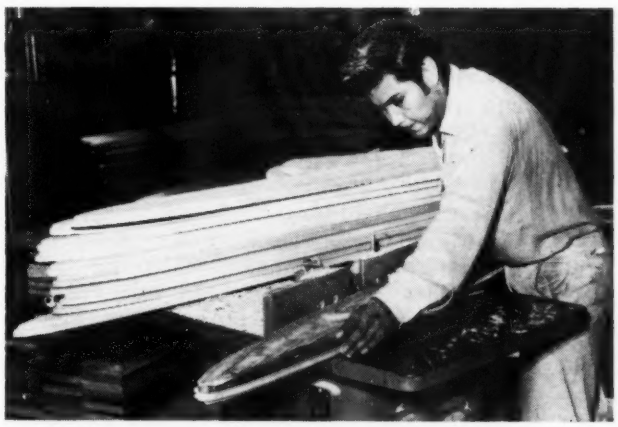
ES Gives Much Help

We have found State Employment Service offices extremely cooperative. When the Indian has no previous work history or a specialized work history, he is referred to the State Employment Service. The State Employment Service gives important employment counseling to the applicant and works on job development. Personal contacts are made with prospective employers, outlining the Indian's potentialities and explaining the thoroughness of his preparation for the job through testing, counseling, etc.

Indians who accept relocation or training services will repay the Government in income taxes more than the amount expended to assist them to reach a level of self-sufficiency.

This program of relocation and training services to adult Indians could not have been accomplished without the understanding and assistance of community agencies. The cooperation of the State Employment Service offices has been particularly valuable.

A beauty operator trainee.



A skilled woodworker.

A typist.

Helping Ex-Servicemen Make the Transition

By **JOHN LEDBETTER**
Veterans Employment Representative, Austin Local Office
Texas Employment Commission

A BOOKLET published by the U. S. Department of Labor in 1957 indicated that the labor force of this country will probably increase by 10 million by 1965. Of this number, approximately 4½ million will be under 26 years of age.

Most of the ex-servicemen with whom we are now working served in the Armed Forces after the Korean conflict and are under 26 years of age. These ex-servicemen fall into two general categories: (*a*) those who enlisted for a 6-month period immediately after completion of high school, who had no previous work experience, and who did not have time to take any of the Armed Forces technical training courses; and (*b*) those who had employment before or during service, who have completed college or had some college or university training prior to entering the service, or whose term of enlistment was long enough to permit them to take advantage of technical training.

The first group of applicants need guidance and counseling such as the Employment Service has to offer. They have potential abilities but may not recognize them or may be unable to relate them to the demands of the civilian labor market. Special techniques must be utilized to prepare them properly to compete in the labor market. Actually their problem is much the same as youth just out of high school. The proper use of testing and counseling can make the difference between success and failure in securing and holding jobs.

In the counseling interview, education, interests, hobbies, work experience, and personal characteristics must be studied and evaluated. Where indicated, tests must be used in formulating a plan for training or employment. In some cases, ex-servicemen must be referred to other agencies for assistance prior to placement. They need local labor market information and assistance in choosing a realistic goal.

The second group of ex-servicemen are more mature. Many are married and have families. In most cases, they are ambitious and eager to prove that they can work in their selected fields. It is somewhat easier for them to adjust to civilian life, because, while in the service, they were trained in some type of technical work. Most of the technical training they acquired in service can be related to civilian occupations. These applicants too can be helped by counseling, labor market information, and, in many instances, by testing.

The Congress passed legislation (Public Law 85–848, effective in late October 1958) whereby the serviceman, as a Federal employee, accumulates wage credits while in the service. As a result, he is eligible for unemployment insurance during the time it takes him to find a civilian job.

When the local office interviewer and the counselor have used every means at their disposal to classify and to prepare an applicant for employment, it is then the task of the placement department to find him a suitable job.

Then Comes Placement

In order for our placement interviewers to do an adequate job, they must be sufficiently trained in the use of the occupational handbooks furnished by the Navy, Army, and Air Force. These tools help interviewers to relate service training to employers' job specifications. Placement interviewers should not hesitate to explain our classification and selection process to employers. All placement personnel—the interviewer, the employer relations representative, and all supervisors—must also carry on an active job development program.

To render maximum service to the ex-serviceman, we must keep the following things in mind:

1. Our applications interviewers must be well trained in recognizing counseling problems and must refer the ex-serviceman with problems to the counselors. They must also be well trained in job classification and make sure that the ex-serviceman is properly classified.

2. The counselor must be well qualified, know the labor market, know when to use the GATB or other tests, and know how to relate service training and skills to civilian occupations.

3. The placement section must know how to relate military service occupations and skills to civilian occupations and must carry on an active job development program.

If these steps are followed and if we are able to develop a sufficient supply of jobs, I believe we can go a long way in helping the ex-serviceman make the transition to civilian life.

Meeting the Needs of The Puerto Rican Migrant

By **HAROLD K. MONTROSS**
New York City Placement Director
New York State Employment Service

IN 1948 when Puerto Rican migrants began to appear in our New York City Employment Service offices in considerable numbers, few staff members thought of them as United States citizens, and fewer still were able to picture the economy and culture from which they came. In the intervening years, we have learned a great deal about their background and how to cope with the problem of integrating them into our labor market.

While "Operation Bootstrap" has been accorded a great amount of publicity during the past few years, its significance and objectives are still not fully appreciated by many. With nearly 600,000 Puerto Ricans currently living in New York City, the migration program has had a great impact on our labor market and economy. To understand "why" this substantial migration occurred in a relatively short period of time, let's quickly review the Island's history.

Governed by Spain for about 400 years, Puerto Rico was ceded to the United States in 1898. By act of Congress in 1917, all Puerto Ricans were automatically granted full United States citizenship. On July 25, 1952, Puerto Rico became a Commonwealth. Until World War II, the major source of the Island's income—sugar—provided a bare existence for many and luxury for a few. The economic standard which we associate with our great middle-class way of life was unknown. Although in the planning stage before World War II, Operation Bootstrap was not launched until the postwar period. No one can explain its mission more clearly than Governor Munoz Marin, who described it to the Third Migration Conference as follows:

> Puerto Rico's basic situation is land vs. people—100 by 35 miles on which 2,300,000 people live. The basic problem is distribution of income and products fairly among the various sectors of the population. The objective is to change the main economic base from agriculture to light industry and improve agricultural conditions through minimum wage legislation and guarantee of collective bargaining rights. The goal is to achieve, by 1970–75, living standards equivalent to mainland 1957 standards.

It becomes clear to anyone spending some time in Puerto Rico that people are its No. 1 asset, while unemployment is its No. 1 problem. Even with over 40,000 new manufacturing jobs created under "Operation Bootstrap," about 15 percent of the work force still remains unemployed or underemployed. The Puerto Rican Government knew from the start that industrialization of the Island could not be accomplished overnight, and that providing suitable jobs for most of the Island's work force would take a long time. The migration program was conceived in 1948 as an interim aid.

The huge and diversified New York City labor market was a natural economic climate for the establishment of the first migration office on the mainland. It was also quite natural for migration officials to turn to the New York State Employment Service for assistance in placing newly arrived migrants.

But how do you go about placing large numbers of workers who cannot talk your language, who have no work experience useful to the occupations in your city, and who, for the most part, have never even seen the outside of a modern factory, warehouse, hospital, or laundry, let alone the inside of such an establishment?

Among our interviewers, we located a number who spoke fluent Spanish and assigned them to those offices covering industries with the best potential for migrant worker placement. The New York Puerto Rican Migration Office assisted by spreading the word that on his first visit to an Employment Service office, every migrant should bring either a friend or relative who could act as an interpreter. Staff interest soon developed to the point where, on their own initiative, those offices serving large numbers of migrant applicants organized training classes in elementary Spanish.

Although New York City employment offices are highly specialized, there was one common element in the approach to this placement task. Our interviewers deal daily with hundreds of employers on a personalized basis. Experience had taught them that the so-called hardhearted, big-city businessman is usually ready to help his fellow man. With this knowledge, interviewers were not easily discouraged; they just kept plugging until they were able to get the migrant a toehold in the market.

Most offices reported little difficulty in placing migrants possessing a marketable skill or aptitude. Ability to perform on a skilled level compensated for inability to communicate in English. When neither skill or English existed, aptitudes could sometimes

Mrs. Petroamerica Pagan de Colon, director of the Puerto Rico Employment Service, meets with the author on matters relating to the migration of Puerto Rican workers to the mainland.

Clarence Senior, center, chief of the Migration Division of the Puerto Rican Department of Labor, meets with New York State Employment Service staff in New York City to discuss placement services to Puerto Rican migrants. The author is at left; Ben Cooper, Employment Security Director, New York metropolitan area, is at right.

be used. For example, in the apparel manufacturing industry, sewing machine operators are judged primarily by their ability to handle machines and turn out acceptable work. Puerto Ricans have a natural aptitude for needle-trade work. Employers, finding them quick to learn, were willing to teach them to operate sewing machines.

In other cases, willingness to work is the only asset required. One of the unskilled toehold jobs in the apparel industry is that of hand trucker. This job requires physical stamina, good eyesight, knowledge of traffic lights, fast reflexes in avoiding vehicular and pedestrian traffic, and how to find your way between manufacturer and wholesaler.

An interesting case recently handled in our Manhattan Apparel Industries Office is that of a woman who migrated from Puerto Rico a year ago and learned to operate a Merrow machine. The interviewer noted her dejected frame of mind and detected an unusual hostility to the industry. After much probing, the interviewer discovered that the applicant had been employed as an elementary school teacher in Puerto Rico for 14 years and felt ashamed that with this background she had become a Merrow machine operator.

To work here as a teacher, this woman had to take additional education and speech courses. Although strongly resenting factory work, she needed a job to be able to go to school at night. After consultation with the Commercial Office, it appeared that we probably could obtain a clerical job for her in the public schools until she could fulfill the New York City teaching requirements. This case is too recent to know if it had a "happy ending," but the quality of individualized applicant service which this situation illustrates makes me certain of the outcome.

Another case involved a 32-year-old Korea veteran who was married and had three children. He went to school under the GI bill and learned to operate the blind stitch and buttonhole machines. While so employed, he attended a tailoring school at night for 18 months to learn grading and marking. Subsequently, he also went to night school to learn to repair machines. Placed several times by our Manhattan Apparel Industries Office, he now earns approximately $100 a week, with advancement to foreman just around the corner.

The experience of our Industrial Offices indicates the same pattern as in the apparel industry. They have been very successful in placing migrants without skill or knowledge of English in entry jobs in costume jewelry, doll, toy, food, electronics, machine shop, bindery, paper, and paper box industries.

Although most migrants start at the bottom of the ladder, many do not stay there. We might cite the case of the Puerto Rican man whose first job was as a polisher in a machine shop. He was promoted to assistant foreman and eventually became department head. Shortly thereafter, he was placed as head of a larger polishing department in another firm. Last year, he was placed with a manufacturer of giftware who was opening a plant in Puerto Rico. He is now working on the Island and earning a salary comparable with that of similar plants on the mainland. Of course, not everyone is as fortunate, but this migrant's work cycle and the Employment Service's part in it are most revealing and perhaps indicative of future trends.

Our Service Industries Office found that migrants without skill or knowledge of English could be placed successfully in farmwork outside of the city and in unskilled restaurant and hotel work in the city. With a little knowledge of English, placement was also possible in vacation resorts outside of the city and hospitals in the city.

With regard to the service fields, it was found that some migrants had had experience in Puerto Rican hotels or restaurants. Chances for advancement exist in service industries as the migrant's knowledge of English improves. He can often work his way out of the kitchen to waiter, steward assistant, steward, second cook, cook, houseman, or elevator operator. These migrants have become such an important segment of the city's hotel labor supply that hotels often put up signs in Spanish showing the location of silverware, supplies, vegetables, meats, pastries, etc.

Our New York City Service Industries Office operates a Farm Unit which each year conducts a sizable seasonal farm worker program. The Farm Unit works closely with the Puerto Rican Migration Office and is a vital link between the Island and northeast mainland farmers. This is in addition to about 13,000 Puerto Ricans who come to the mainland under contract each year for farm work.

Each Farm Unit interviewer maintains a card index of Spanish-English terms describing equipment, crops, implements, etc. Also, extensive use is made of farm photographs showing machinery, implements, and produce. To explain to a migrant, who has never heard of a cranberry, how to harvest this crop—working in a bog, wearing rubber boots, and using a peculiarly shaped scoop-shovel implement—may well tax the ingenuity of the most skilled interviewers.

Transportation is provided by farmers and is prepaid through a special travel fund maintained by the Farm Unit. When groups are sent to distant northern points, they are instructed on the need for warm clothing, and the like. Escort service to bus or railroad stations is provided except for evening departures, for which instruction cards in Spanish giving directions, departure time, etc., are issued.

While it is difficult to place the newly arrived migrant in white-collar and professional fields, there is ready acceptance in these fields of the Puerto Rican worker who has a good knowledge of English and a skill to offer. For example, a Puerto Rican-trained occupational and physical therapist with a knowledge of English was recently placed by our Medical Placement Center as a physical therapist the day after his arrival in New York City. The impact of the migrant movement on the retail and wholesale fields in New York City is bringing a slow but steady uptrend in job openings for sales people who can speak Spanish.

Last year, in a special recruitment for the Puerto Rican Economic Development Administration and the Puerto Rican Department of Labor, we had an opportunity to determine the extent to which migrant workers have acquired top skills on the mainland and whether they would consider migration in reverse.

The results would seem to foreshadow the future. We advertised the possibility of highly skilled job openings in Puerto Rico, inviting inquiries from workers with top skills as toolmakers, die makers, machinists, jig and fixture makers, sewing machine repairmen, riggers, and the like. Over 80 percent of those responding were former Puerto Rican migrants. Out of approximately 750 respondees, 314 fully qualified top skill workers were found to be ready and willing to return to the Island if they could find employment there which would utilize their mainland-acquired skills at a fair rate of pay.

Even if the island becomes highly industrialized, migration will always exist. The Employment Service will continue to play a part in Operation Bootstrap, but in time, selection and referral of former migrants to skilled jobs on the Island may become a sizable activity. Someday, in the not-too-distant future, we may wonder why we thought integrating Puerto Rican migrants in the New York City labor market was a problem. After all, with the space age just around the corner, future interviewers may be faced with the problem of how to integrate the first rocket load of workers from Mars.

Exclusive Hiring Plan

By **WILLETT S. MAIN**

District Manager, Milwaukee

Wisconsin State Employment Service

JUNE 10, 1958, "AM-DAY," will long be remembered by the staff of the Milwaukee office of the Wisconsin State Employment Service. Large numbers of applicants had been processed before by the Service, but not with quite the sense of accomplishment experienced on that day. Several hundred jobs were available during a period of relatively declining employment. American Motors had given the automobile industry a jolt. The 1958 Rambler sales were far ahead of 1957 and were still increasing. More workers were needed to build Rambler automobiles in order to satisfy the demand. The Milwaukee Wisconsin State Employment Service office was ready, able, and eager to supply the workers.

Experience had taught that developing flexibility of staff through alternate functional activities pays dividends. If we are to meet the challenge of changing conditions effectively on short notice, our staff must be able to perform a variety of Employment

Job applicants waiting for the opening of the Milwaukee local office on "AM-DAY." This picture looks east from 2d Street on Wisconsin Avenue.

Service operations well. Preparations can only be accomplished by long-term planning and training.

The Milwaukee office had already developed a procedure to screen applicants for employers at times when large numbers of workers are needed. It had been first tested by the Post Office in Milwaukee, which, with skepticism, made a radical change in their Christmas period recruitment procedure and asked the Employment Service to provide from 2,000 to 3,000 seasonal workers.

The Employment Service was on the spot. A sale had been made; now the goods must be delivered—of good quality and on time. The operation was so successful that from then on the Service was given the task of filling the Post Office Christmas season jobs as well as other seasonal ones throughout the year.

The method had also been used by a Milwaukee wholesale merchandiser and on a delivery service to obtain workers for the Christmas season business. Still another merchandiser arranged to use this service to supplement personnel late in 1958. A Milwaukee brewery is committed to the plan whenever large numbers of workers are needed.

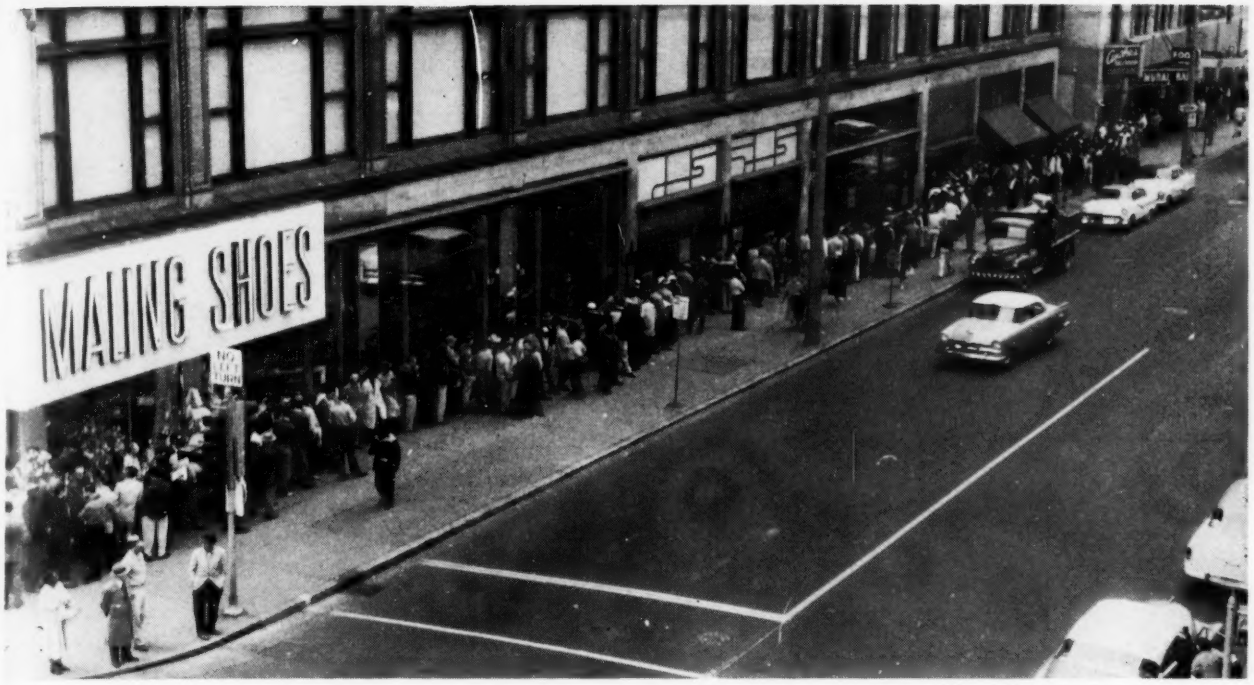
The success of the plan has generated considerable interest on the part of large numbers of employers. Many have indicated a desire to utilize the plan when a quantity hiring situation exists.

In the spring of 1958, American Motors required 100 additional workers. It was with some hesitancy that the company personnel department decided to give the Employment Service exclusive hiring plan a try. The Service was very confident of its ability to provide the needed workers. In a workmanlike manner, the order was filled to the complete satisfaction of the company. The groundwork had thus been laid for "AM-DAY."

The afternoon preceding "AM-DAY," the personnel director of American Motors called the Milwaukee local office to advise of a need for 600 workers. The plan used earlier was to be repeated. Applicants would be interviewed by American Motors personnel only on presentation of the USES referral card.

The multiple-order, exclusive hiring procedure was immediately placed in operation at the local office. The Service was provided with American Motors applications. The procedure was simple and was followed rigidly. The only variation from the normal operation called for the receptionists to direct interested applicants to a Special Screening Section. If the receptionists determined that the applicant was not registered, an Employment Service registration card was given to the applicant to complete before going to the Special Screening Section. This section was staffed with the number of personnel regulated and adjusted by the traffic flow.

Interviewers in this section screened out obviously unqualified applicants. On the basis of this first qualification test, applicants were requested to complete company application cards. Then the applicant was directed to a referral interviewer with the company application and the WSES application and identification card. The referral interviewer rigidly observed the order specifications. When the interviewer considered an applicant qualified, he initiated



Photos courtesy The Milwaukee Journal

Continuation of the line of applicants on opposite page—looking south from Wisconsin Avenue on 2d Street.

a special referral slip. At this point, the referral interviewer consulted with the final screening referral interviewers.

The responsibility of the referral interviewers required a review of both the Employment Servce and company applications. Applicants who met the test of inspection and possessed the qualifications matching the employer's specifications were directed to the company with the Employment Service referral card and the company application.

Under this procedure, when large numbers of applicants are to be provided employers in the shortest possible time, experience has demonstrated that double screening pays off. While it might seem cumbersome for an applicant to see more than one interviewer before obtaining a referral, our experience proves otherwise. The inference may be gained that interviewing time is extended for both the applicant and for local office personnel. The process, however, is actually more expedient because tasks are broken down and specialized. The value of task breakdown is demonstrated by the fact that 94 percent of all applicants referred to American Motors were hired.

The newspapers publicized the information that American Motors was going to increase their employment by several hundred persons. This, of course, was encouraging news to many of the 30,000 unemployed workers in Milwaukee. Bus loads of men presented themselves at the gates of American Motors very early in the morning. They were informed by posters and placards that all job consideration was being given only on referral by the Employment Service. As a result, a line began forming outside the doors of the WSES well in advance of normal office hours. By the time the doors were opened at 7:45 a. m., hundreds of workers were lined up outside. When the doors were opened, the people who had been waiting outside for some 2 hours fairly burst into the office.

It seemed everyone wanted to help build Ramblers. Various nonapplicant services personnel were called upon to augment the receptionists, the Special Screening Section and the referral sections. All staff members, including State office special project personnel in Milwaukee at the time, pitched in to do whatever was needed to serve the hundreds of applicants waiting to get into the office. The newspapers, radio, and television stations descended upon the office to obtain firsthand information. The Milwaukee Police Department helped direct the line of applicants waiting outside the office, which extended for a block on either side of the entrance.

By midmorning, it seemed almost impossible that all persons would be given interviews that day. By midafternoon, however, all applicants had either been interviewed or were inside the office. By afternoon closing time, 3,000 persons had been processed and over 600 applicants had been directed to American Motors.

Officials of the company advised us that never in its history had they hired as many workers in such a short period of time. As a result of our prescreening, the small staff of the company was able to work exclusively on hiring and processing activities, rather

than dissipating its energies interviewing hundreds of persons who did not meet specifications. By the end of "AM-DAY," the staff of the Milwaukee office had a feeling of true accomplishment. They were tired, yes. Many times they had interviewed several hundred applicants in a day. It had been a long time, however, since they had an opportunity after interviewing several hundred applicants to refer several hundred applicants to jobs.

So it is that "AM-DAY" will long be remembered by the personnel of the Wisconsin State Employment Service. The day will be remembered not so much as an innovation in interviewing great numbers of people, which the office staff is well accustomed to doing, but particularly because its efforts were reflected in the attainment of the Service objective—the employment of workers.

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EACH INDIVIDUAL AREA "GUIDE" INCLUDES—

- Basic statistics on area population, labor force, employment trends.
- Data on local occupational and industrial characteristics.
- Summary information on labor turnover, entry wage rates, available labor supply.
- Employment and total wages of workers covered by unemployment insurance.
- Names and industrial activities of major local employers.
- Map of area, including central city, suburban communities, principal highways.
- Narrative review of significant labor market characteristics and trends.

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HONORED . . . Arthur W. Motley (second from right), longtime Employment Service official who was recently named director of the Bureau of Labor Standards, was honored in ceremonies at the National Press Club in Washington last November for his services to the handicapped for the past 10 years. Edward L. Keenan, former BES deputy director, and Robert C. Goodwin, Bureau director, look on as Maj. Gen. Melvin J. Maas (right), chairman of the President's Committee on Employment of the Physically Handicapped, presents the President's Committee "Citation for Meritorious Service" to Mr. Motley.

EXHIBIT . . . The farm labor information exhibit, prepared by the BES Farm Placement Service, commanded wide interest at the Rural Development Conference held in Memphis, Tenn., in June 1958. Some 350 representatives of private groups, land-grant colleges, and Government agencies reviewed the progress in the rural development program and the contribution which private groups are making and can make in the future.

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